DOCUMENT RESUME

ED 310 200 UD 026 939

TITLE	A New Direction: 1989/90 Budget Request.
INSTITUTION	New York City Board of Education, Brooklyn, N.Y.
PUB DATE	Jan 89
NOTE	65p.
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	MF01/PC03 Plus Postage.
DESCRIPTORS	*Budgeting; Budgets; Educational Change; *Educational Finance; Elementary Secondary Education; *Expenditures; Operating Expenses; Program Budgeting; *Resource Allocation; *State Aid; Urban Areas; *Urban Schools
IDENTIFIERS	*New York (New York)

ABSTRACT

The Chancellor of the New York (New York) public schools proposes a 1989/90 budget of $6.405 billion, including a base budget of $5.734 billion and an increase of $671.3 million (11.7 percent) for discretionary programs, school facilities improvement, and mandatory increases. These funds are needed to continue initiatives begun in prior years and to begin new programs designed to move the school system in a new direction. The request reflects a reform of educational service delivery in New York City that comprises the following steps: (1) streamlining administrative headquarters; (2) increasing accountability; (3) advocating flexibility in the array of categorically funded State programs; and (4) securing equitable State and City funding. Although New York City's educational tax effort exceeds the State average, insufficient State support results in a lower per-pupil expenditure for basic instruction. Long-range resources required to restore activities in the following areas to acceptable levels and the specific resources required for 1989/90 are described: (1) staffing for elementary and middle schools; (2) high schools; (3) special education systemwide; (4) instructional and support services; (5) staff recruitment and development; (6) school environment; (7) school safety and discipline; and (8) mandatory increases. Twenty-one tables and graphs of statistical data are included. A table of statistical data summarizing the student body, staff, schools, support services, and costs of operation for 1989 is appended. (FMW)

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1989/1990 Budget Request

A New Direction

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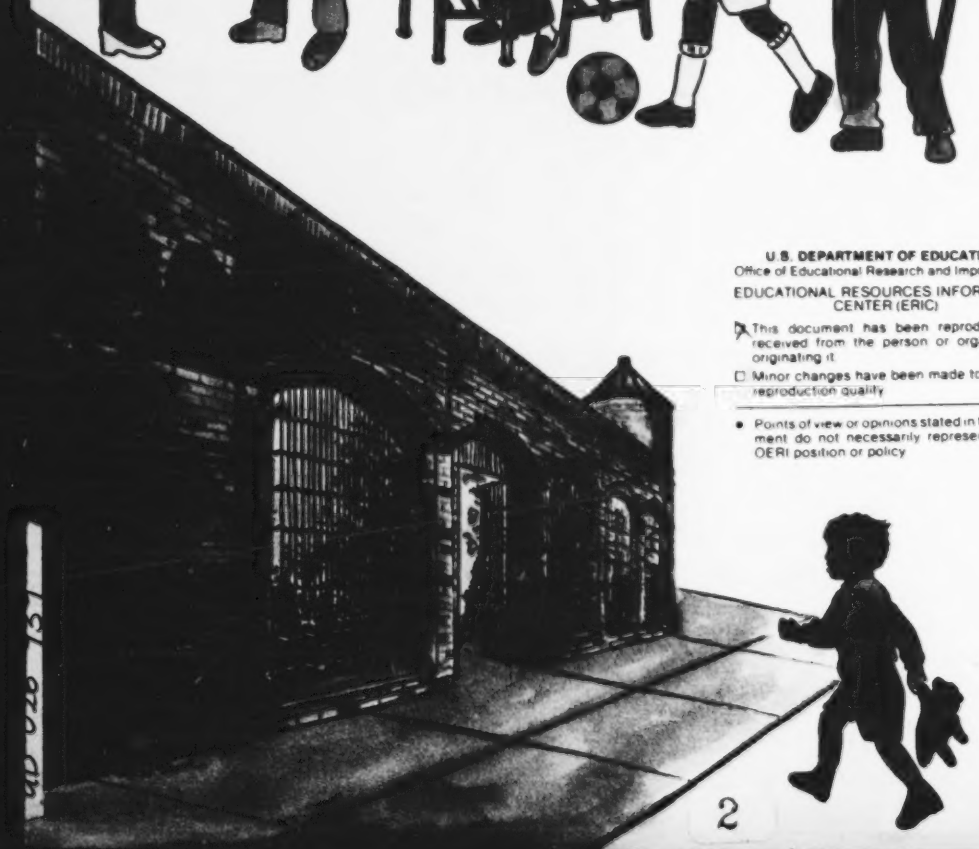

New York City
Board of Education

Announcement

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Message From The Chancellor:

To the Members of the Board of Education:

This is a new administration, with a mandate for reform. We began last spring by making an in-depth study of the school system, and by meeting with New Yorkers from every community to get a clear grasp of the schools' needs and the resources available to meet them. Now, we have set priorities and we are taking action to begin moving the school system in a new direction.

It is with great hope, and an unshakable commitment to the children, that I submit my first Budget Request. It reflects our strategy for change. We are not simply adding services; we are striving to reshape the way that educational programs are delivered and assessed in this City.

Student achievement must remain the yardstick by which we measure performance in our school system. But we are posing new questions about effective education. Traditionally, educators have asked how or why students succeed. The more critical question, however, is how individual schools can effectively meet the needs of their students.

Focusing on the level of the individual school, and ensuring that principals and parents have the resources, the staff, and the authority they need to make that school effective, is the principle that underlies our plans and our actions. We are committed to this principle. We are, in a sense, shifting the school system's center of gravity. It is a dramatic change, challenging all who work in or interact with our system to turn their attention and their energies away from 110 Livingston Street, towards the classroom and the children. The transition may be gradual, but it will happen.

The process is under way. We already have streamlined the school system's central administration, moving staff and resources to the field, and shifting $34 million from central headquarters to direct support of instruction at schools throughout the five boroughs. We are now preparing a second phase of this process, shifting an additional $28 million to the field. We are committed to go even further.

Educators know that most ideas worth trying take shape in a classroom, not in a bureaucrat's office. Our strategy for change stresses school-based planning—a model that takes into account the needs and the vision of parents and communities, offers them choices, and encourages them to take ownership of the schools that their tax dollars support. We are committed to shared decision-making. We cannot expect educational leaders to assume responsibility for results if we do not give them the authority to make important decisions on behalf of the children we have entrusted to them. At the same time, we are committed to accountability. We will not allow those who place their own interests above students' interests to make decisions.

Achieving these goals places a number of critical responsibilities on the central administration. I want to highlight our activities in five areas.

First, we are identifying critical intervention points at every level, and taking action to support them.

- Our new summer kindergarten program and a range of other initiatives reflect our emphasis on early childhood education.
- In the community school districts, we are introducing programs that encourage educators, parents, and communities to join forces for educational reform. The Corridor School Project, for example, offers incentives for clusters of elementary and intermediate schools to work together to make schools within their district more effective.
- We have mapped out a plan for renewing high schools, in part by giving schools more distinct identities around which students, parents, and faculty can rally. The Institute for Law and Justice at Martin Luther King, Jr. High School and the High School for Teaching are two promising initiatives.
- In the area of special education, we must move beyond mere compliance with legal mandates to a commitment to excellence. As a former special education teacher, I have a particular stake in this effort.

Second, we are sparing no effort in our support of State legislation that will help the children of New York. We have already achieved two of our three major goals:

- Working with State and City leaders, we succeeded in securing passage of legislation that will create the New York City School Construction Authority—an agency that will allow the efficient construction of new schools and the improvement of existing buildings.
- Convinced that the success of decentralization rests on the strength and integrity of local school boards, we have successfully fought for a conflict-of-interest law that prevents elected or appointed officials, as well as Board of Education employees, from serving on these boards.
- We are continuing to press for a third plank in our legislative platform: dissolving the Board of Examiners to end duplicative testing and do away with bureaucratic obstacles to the licensing of qualified teachers.

Third, with advice and assistance from the private sector, we are overhauling our human resources operation—from hiring through retirement—to give our professional and nonprofessional staff the recognition and rewards that they deserve. At the same time, to safeguard the future of our schools, we are making vigorous efforts to attract qualified teachers, particularly bilingual staff, and to play a role in the training and support of promising candidates.

Fourth, we are determined to negotiate a fair share of federal, State, and local tax dollars for our children, advocating on their behalf for the services they need. We will carry on the efforts to improve State funding.

We know what children need in order to achieve; how to teach them is no mystery. We are requesting all of the resources that our schools need to do the job. We are realists. We know that our request comes at a difficult moment in New York's fiscal life, but we take seriously the oft-repeated sentiment that our children are our most important resource. The deprivation that is already so great in many of their lives must not be compounded by the vagaries of economic cycles, or the politics of funding formulas.

Fifth, and perhaps most importantly, we are instituting a rigorous system of accountability. We want to make our monitoring activities more intense, more focused, and at the same time less burdensome for administrators and teachers. We have high expectations of our students as well, and will hold them to standards that are tough and up-to-date.

Accountability is at the heart of this administration. New Yorkers are hurt and bewildered by educators who abuse their trust; they have been shaken by allegations of misdeeds by elected officials and administrators within the school system. The call for accountability—increasingly loud throughout the 1980s—has never been more insistent; and we will respond.

Today, the spotlight shines on education with greater intensity than ever before. Our initiatives are subject not only to intense media scrutiny, but also to stringent review by State and City officials and legislators, parent and teacher groups, advocacy groups and independent auditors. Education has become a focus of political debate, and people all over the nation—and especially in New York—have a more sophisticated, critical awareness of their school systems.

As Chancellor I must answer to the public, reporting with regularity and candor on our performance. This in the traditional sense, is accountability. As my administration works to revitalize the schools, I will be held responsible for the success of our efforts. That is as it should be.

But to me, accountability means much more. In New York City, education is everybody's business. The Chancellor and the Board answer to the public. But we must all answer to the children. Their needs are great, and the schools alone cannot provide the attention they must have from early in the morning until late in the evening. Without the participation of New Yorkers from all of this City's institutions—colleges and corporations, families and industry, congregations, churches, and community groups—their needs will not be met.

The problems faced by many of our young people—drug and alcohol abuse, homelessness, teen pregnancy, AIDS—have become the problems of the schools. Despite these obstacles, all children can learn. We can point to many schools in our system that are giving children opportunities to succeed. But children do not achieve if their classrooms are not safe and drug-free. Schools must provide safe havens from outside influences, but they cannot shut them out altogether. By the same token, society must not isolate our schools, demanding that educators solve our most daunting problems, but contributing little to their solution. My administration will introduce concrete measures that will bring New Yorkers—citizens, communities, and institutions—back into the educational process.

Finally, we keep faith with taxpayers when we cut programs that do not work and build upon those that do. We must see that effective strategies are documented and demonstrated, that successful initiatives are recognized and expanded. That will be the hallmark of this administration, and of this Budget Request.

We will not change the system in a single year; but we will change it. We will change it by committing ourselves to shared accountability and shared decision-making. We will change it by decreasing the size of central headquarters by moving resources to individual schools, and by keeping our focus squarely on our children's classroom experience. We will change it by building consensus and by tapping the energies, resources, and optimism of the people of New York. Without them, we cannot succeed.

Respectfully submitted,

Richard R. Green

Overview:

A New Direction

A Vision of the Future

We begin with the children of New York City. Their needs are great, and they are relying on us.

As we chart a new direction for the school system, we look steadily ahead, planning for the next decade, and translating our ideas into concrete programs with specific objectives and budgets.

Looking into the future is, after all, what a budget request is all about. It is a complex but rational process. The numbers add up. The future seems neatly packaged.

To our schoolchildren, the future is much less clearcut. They know that their world is changing, that technological advances will make the jobs of the next century more demanding, and that they need a first-rate education.

We owe them that education. And we owe them a vision of the future that arouses excitement and curiosity, not uncertainty or fear.

That is the most fundamental purpose of this Budget Request. We are asking for a lot of money. The large majority of the funds we request are for mandated items (including special education) that are required to maintain service and to meet obligations. These include contractual increases, fringe benefits, and statutory and regulatory requirements. Another portion of our Request is needed to make urgent repairs to school buildings. As we shift $60 million in internal resources, we are seeking a $181 million increase for discretionary programs in our $5.7 billion budget. (See Figure 1.) These funds are needed to continue initiatives begun in prior years, and to begin new programs designed to move the school system in a new direction.

A Mandate for Reform

This is a time for action. Among the proposals contained in this Budget Request are these new Chancellor's initiatives:

- Summer Kindergarten and First-Grade Programs
- The Chancellor's Corridor School Project
- Renewing Zoned High Schools
- School-Based Planning
- The Shepherd's Program
- Multicultural and Multilingual Programs

These initiatives are described in Part 2 of this Request. They reflect a determination to see that the outstanding achievements of students in some New York City classrooms becomes the rule, rather than the exception.

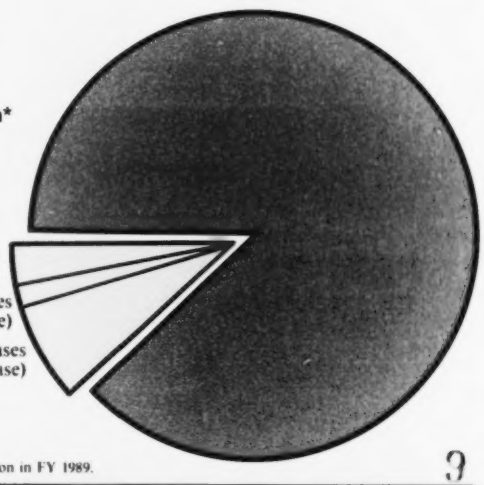
We can report many accomplishments:

- Last year, four City schools were among the 287 public and private elementary schools to receive Awards of Excellence from the U.S. Secretary of Education.
- 22 students from LaGuardia High School of the Arts won prizes in the National Arts Recognition and Talent Search, nearly twice as many as the second-place high school.
- More than 40 percent of semifinalists in the nation's Westinghouse Science Competition were New York City public school students; four of them were among the top ten prizewinners. These semifinalists came from 23 different schools (one-fifth of our high schools), not just from elite schools.

Figure 1

1989/90 Budget Request:* Base Budget And Increases For Mandatory Items And Program Enhancements

Total 1989/90 Proposed Budget $6.405 Billion



Base Budget: $5.734 Billion*

Total Increase: $671.3 Million (11.7% Increase)

Discretionary Programs $180.9 million (3.2% Increase)

School Facilities $110.7 million (1.9% Increase)

Mandatory Increases $379.7 million (6.6% Increase)

* Excludes pension and debt service, which is $ 670 million in FY 1989.

Taking Stock

During the 1987-88 school year, we made progress in improving student performance, and restoring the school environment (including safety as well as maintenance and construction improvements).

Improving Student Performance:

- The Board initiated a six-week summer kindergarten program for children entering first grade in the fall. Over 9,000 five- and six-year olds from every district in the City participated, nearly double our target.
- Achievement scores were up from the previous year, continuing the trend of improvement.

Restoring the School Environment:

- Under the terms of a new collective bargaining agreement, school custodians are now required to assume far more responsibility for painting and maintaining schools. The impact of this agreement was evident last September when schools opened with clean, freshly painted classrooms. Schools now will be repainted every five years, instead of once every 20 to 30 years.
- Extensive improvements have been made in the 27 schools with the poorest classroom environments.
- The number of security incidents continues to fall, and has dropped since last year's figures. A broad-scale safety and discipline program has been initiated.

Many more moments of success take place every day, in classrooms all over New York City, without fanfare, without press releases. They occur because students, parents, and teachers work hard together, setting high goals for themselves and each other, and doing what it takes to achieve them.

We do not take these accomplishments for granted, and we do not underestimate the effort exerted every day in classrooms and in homes all over the City. But we know that we can do better. We recall the words of Horace Mann, written in 1867: "The scientific or literary well-being of a community is to be estimated not so much by its possessing a few men of great knowledge, as by its having many of competent knowledge."

We can take pride in individual achievement by students and educators, but we cannot yet take pride in a school system which fails to complete the education of one in three students. We cannot yet take pride in a system where four out of five school buildings are in such disrepair that they require extensive work.

Our school system is an enterprise of tremendous size and complexity. Everyday, we teach nearly a million children; operate a thousand schools, serve nearly 725,000 meals, transport 550,000 students, administer 124,000 contracts and 42 collective-bargaining agreements. We cannot reform an organization of this scale without a broad consensus on a strategy for change.

A Strategy for Change

We have taken note of the school system's urgent needs, and have requested funds to meet them. But this Budget Request has taken shape in the context of a larger process: we are rethinking the ways that educational services are delivered in New York City. Specifically, we have outlined a four-step plan:

- Streamlining Administrative Headquarters
- Increasing Accountability
- Advocating Program Flexibility
- Securing Equitable Funding

The first two steps are under way. We look to the State and the City for help with the third and fourth steps.

Streamlining Administrative Headquarters

Reform begins at the top. Our first step was to slash the size of our central administration. In the first six months of this administration, we moved 661 positions out of our headquarters:

- 464 positions (representing $17.3 million) were moved to the field, where they will respond to local needs, under the direct supervision of district and school personnel.
- 197 positions were eliminated. These cuts, and other productivity savings, total $16.7 million. They have been applied to high-priority student services, including prekindergarten programs for four-year-olds, additional guidance services in middle schools, and enhanced programs for students living in hotels or shelters.
- Staff reductions have occurred in every department with two exceptions: the Division of School Buildings was exempted due to the urgency of restoring school facilities; the Office of the Auditor General was exempted in order to strengthen our monitoring of field operations.

We are now working on a second round of cutbacks in central administration, with a goal of achieving another $28 million in reductions. Over half of this amount will be available to self-fund some of the programs put forward in this Budget Request.

These are dramatic steps. There can be no clearer statement of our intent to shift the focus from the bureaucracy to the classroom. By the beginning of the next school year, this administration will have cut the central administration by more than 1,200 positions, representing $60 million. We will have reallocated one out of every five dollars of our central headquarters budget.

Increasing Accountability

Our second step is to improve operations and increase accountability, both at headquarters and in the field.

In part, this has meant a reorganization of central offices to correspond to our functional priorities. We have consolidated functions that were previously dispersed through many offices, and we have established new ones to respond to children's needs. For example, staff development, which at one point was dispersed throughout the system, is now the responsibility of the new Office of Professional Development and Leadership Training. The serious decline in parent involvement is now being met by the creation of a new office.

Our reorganization bears directly on the accountability function. Most program oversight has been consolidated in the new Office of Technical Assistance and Support.

This reorganization also provides the framework for a comprehensive accountability plan that is now being prepared. The plan will intensify monitoring, auditing, technical assistance, and compliance enforcement throughout the system. It will address programmatic performance,

compliance with regulations, financial practices, ethical issues, and school board procedures. The plan will also include a set of early-warning indicators—statistical measures that alert the Central Board to areas of concern before severe problems arise in an individual school or district. They will include: budget (allocations and spending), personnel (recruitment and deployment), and performance (measuring student outcomes).

Program Flexibility

We call upon the State to take the third step: to loosen restrictions on an array of categorically funded programs, as recommended by the Commissioner's Task Force on Education of Children and Youth at Risk. The Task Force urged that more funds be targeted to schools and districts with concentrations of at-risk students; that fragmented categorical funds be consolidated; and that innovation be encouraged by allowing localities greater flexibility in the use of funds.

Equitable Funding

Fourth and finally, it is time to attain equity. New York City schools have been saddled with a double burden: to educate students who have greater-than-average needs, and to do so with less-than-average resources. Our children require substantial budgetary increases from the State and the City.

The Budget Plan

The New York City school system has been denied basic resources for decades. It will not be reformed in one year, but it will be reformed. The speed of our progress will depend in large measure on the new fiscal resources we will secure to carry forward our multi-year plans. This Budget Request describes the long-range resources required in each area of activity to restore our schools to an acceptable level, and specifies the resources required next year to maintain progress.

In devising a plan that would improve the education of all our children, we have held public hearings and consulted with parents and community representatives from the private sector, government and community organizations, unions, and education advocacy groups. We also studied the findings of various committees and task forces working in these areas:

- Human Relations
- Capital Financing and Construction
- Middle Schools
- Professionalism
- Working Group on Latino Educational Opportunity

The reports of these groups have helped establish a framework within which to formulate programs for long-lasting educational reform.

We began our Overview with the children, and with them we must end. If we serve them well, they will serve all of us. In our work with them, we have a chance to clearly shape the future. It is an unprecedented opportunity, because today people throughout New York City—parents and teachers, community activists and government officials, leaders from the private and public sectors—are ready to join together for the sake of the children. We have a rare opportunity to inspire our schools and our students to excel, and to offer them the resources they need to succeed.

We offer a viable plan for reform. Without adequate resources, our plan will remain just that: a paper-thin suggestion of what our schools—and our students—might have become.

1

Revenues And Resources

Two different systems of education have been created in our State. One encompasses effective schools holding high expectations for their students and located in affluent or stable communities; the other, ineffective schools which communicate low expectations and aspirations for their students who are not given full opportunity to succeed. They are too often located in large urban areas and inner cities. Our society's acceptance of two unequal educational systems is putting us at risk of creating a permanent underclass in New York and our nation. The existence of this underclass will ultimately erode the foundations of our democratic society. We are on our way to becoming two nations—one of the rich and privileged and the other of the poor and disadvantaged.

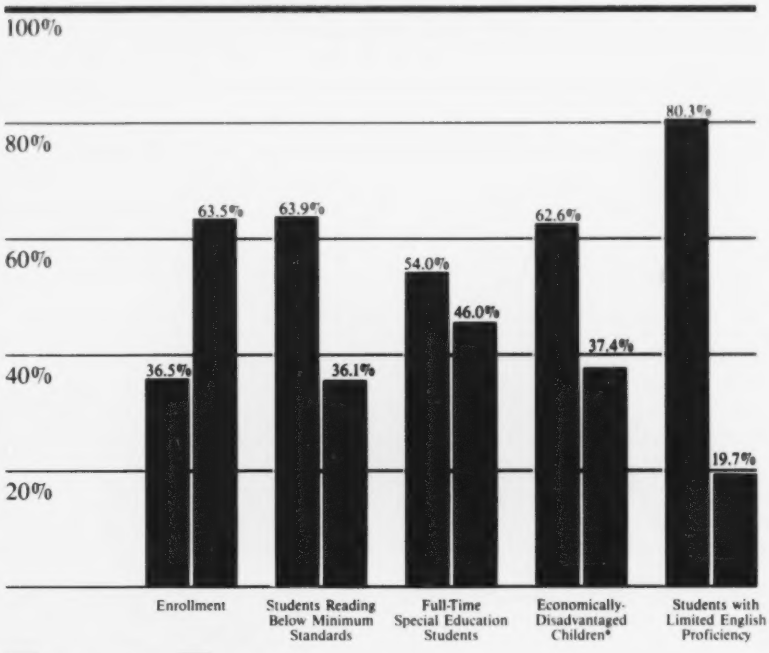
This excerpt from the *Report of the New York State Commissioner's Task Force on the Education of Children and Youth At Risk* states in stark terms the reality of schools and the future stakes for New York State and New York City.

Because our budget is so large—now over $6.3 billion, including pension and debt service—many people find it hard to believe that the New York City school system could be underfunded. But the size of the school system is matched by the enormity of its needs. Our students and our schools are victims of disadvantage. New York City has less to spend per pupil than the average school district elsewhere in the State. In fact, if New York City spent as much per pupil as Westchester County—$6,605—our budget would have to be $2.2 billion more than it is now. (See Figure 2.)

How can we explain these differences? Is the State responsible? Is the City doing its share? What is the appropriate role for the City and State governments in school financing? What can the school system do for itself?

Figure 3

Educational Need:
New York City's Share Of Statewide Totals, 1988



* From 1980 Census.

Source: New York State Education Department.

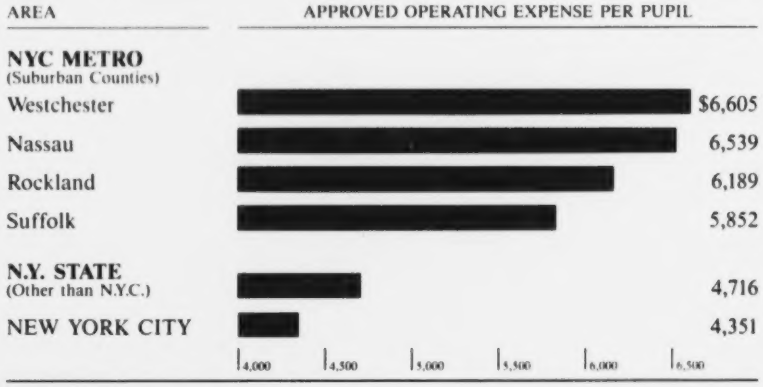
State Funding

According to Section I, Article XI of the New York State Constitution, "The legislature shall provide for the maintenance and support of a system of free common schools, wherein all the children of this state may be educated."

While constitutional responsibility for operating the public schools rests with the State, over the years the responsibility has evolved into a partnership between the State and its localities. They share both costs and policy authority for managing the schools.

Figure 2

Estimated 1987-1988 Approved Operating Expense Per Pupil*
New York City vs. New York State & NYC Metro Suburbs



* Approved Operating Expense Per Pupil is the standard State measurement of basic instructional expenditures.

Source: Bureau of Statistical Services, New York State Education Department, October 1988.

The State allocates a per-capita amount for each pupil. Pupils with special educational needs are supposed to receive higher State allowances. Pupils living in wealthier communities are supposed to receive less aid because these communities are better able to finance their schools through local taxes.

Over the last five years, the State has increased education aid to all school districts by $2.48 billion. With the progressive growth in financial support, the State is moving closer to full financial partnership with local school systems. We hope that this movement continues towards a goal of 50 percent State funding. However, recent gains in overall State support have not been

accompanied by an improvement in the distribution of aid. While State aid formulas theoretically give needier and poorer school districts a greater share of State assistance, the practice is often otherwise. For New York City, particularly, State support does not correspond to need or the ability to pay.

The City has a disproportionate share of schoolchildren with special educational needs. With a little over one-third of the State's school population, the City system has more than four-fifths of the State's students with limited proficiency in English, three-fifths of the State's poor children, and half of the State's full-time special education students. (See Figure 3.)

New York City has the highest cost of living in the State. Our ability to pay for education, as measured by standard indices of community wealth, falls slightly below the Statewide average. In an equitable aid system, districts of average wealth with pupils of average need would receive average amounts of per-capita State aid. And districts like ours, with greater need and less wealth, would receive more education aid. But it does not work that way: New York City receives 10.3 percent less per pupil than the State average.

In other words, for every aid dollar spent on children in other parts of the State, children in our classrooms receive only 90 cents. That is a dime we can't spare. It shortchanges our children, and it handicaps our teachers. Their classes are 20 to 50 percent larger than those in other parts of the State. (See Figure 4.)

This inequity stems in part from a method for measuring need that erases 15 percent of our children. The State wipes them out by using attendance rather than active enrollment to determine funding entitlements. While 99 percent of children enrolled in New York City schools attend during the course of the year, the aid formulas recognize only 84 percent of them—the City's average attendance rate. That difference alone is worth more than $300 million. And since schools must organize based on the number of children actually enrolled, this shortfall reduces services for all students.

The inequity is clear, and it is dramatic. If the cost of living were the same throughout the State, and pupil need were uniform, then a district's share of State aid would hinge solely on its share of the Statewide enrollment, and New York City, with 36.5 percent of State enrollment, would receive 36.5 percent of State aid. But the aid formulas are supposed to favor districts like ours, which have greater need and fewer resources. In theory, we should be receiving *more* than 36.5 percent of education aid. Instead, our share of State aid falls well below that level—32.9 percent.

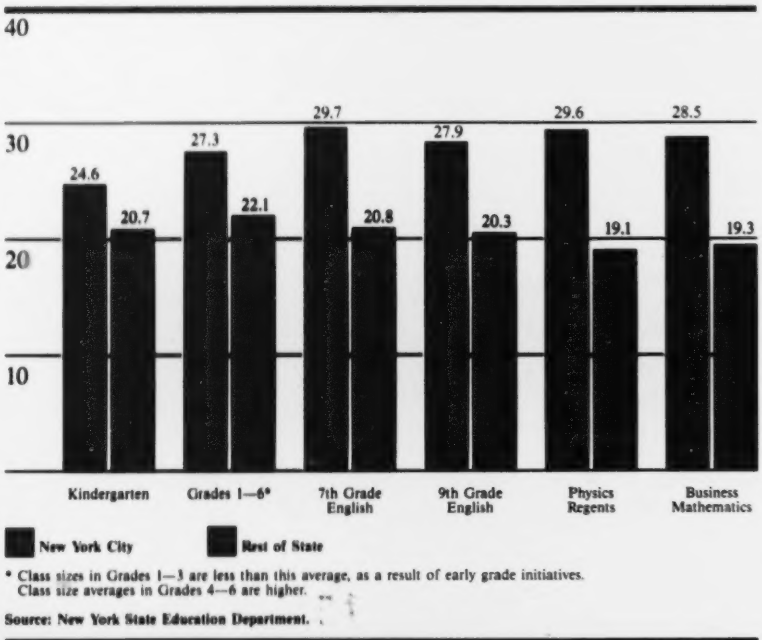
The gap between our share of enrollment and our share of aid has not narrowed. Six years ago, the gap was 2.8 percentage points; today, it is 3.6 percentage points. (See Figure 5.) This gap translates into a loss for New York City of nearly $287 million a year, the equivalent of almost nine teaching positions per school.

We have made our case forcefully to the State, and we will continue to do so. And we are not alone. Responding to widespread dissatisfaction, the State Legislature has appointed a commission to recommend reforms. Its charge is to evaluate the effectiveness of the present system of measuring and responding to pupil need, ability to pay, and performance. In each of these areas, New York City has been treated unfairly.

Its constitution requires the State of New York to maintain and support a school system that provides all children with a decent education, regardless of their economic and social circumstances. Formulas have been established to insure that State support is distributed equitably. If these formulas were applied fairly, our children would be receiving the aid they deserve. Unfortunately, over the years, State contributions to City schools have been altered to accommodate political needs. The result has been to reinforce, rather than remedy, disadvantage. We look to the Temporary State Commission, the Regents, the Governor, and the Legislature to make this year different.

Figure 4

Average Class Size In 1987-1988: New York City vs. New York State

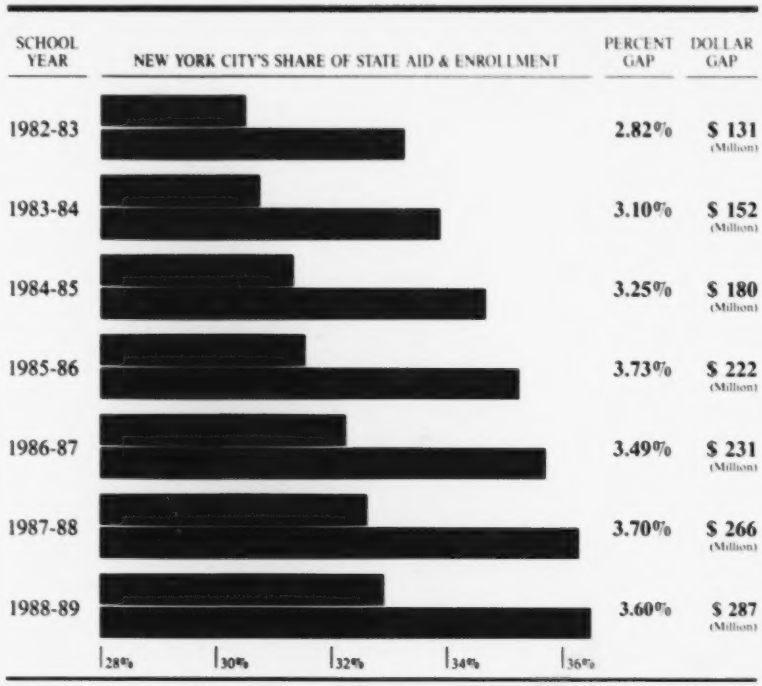


* Class sizes in Grades 1—3 are less than this average, as a result of early grade initiatives. Class size averages in Grades 4—6 are higher.

Source: New York State Education Department.

Figure 5

The Gap Between New York City's State Aid And State Enrollment Shares, By School Year



* Aid Data is from New York State Comptroller (for 1981-82 through 1984-85). Aid Data is from New York State Division of the Budget (for 1985-86 through 1988-89).

** Enrollment Data is from New York State Education Department. Under State Law, aid is based upon the previous year's student population.

City Responsibility

Last year, the City gave the new Chancellor an opportunity to rebuild services in two ways. First, the school system was exempted from its assigned share of Citywide budget cuts. As a result, $28 million was redirected to support new initiatives or to move services closer to schools. Secondly, an unprecedented agreement was reached permitting the school system to retain State aid proceeds in excess of $150 million for program improvements. These actions produced a total of $78.8 million that was committed for enhanced educational services.

The events that shaped this year's budget are an expression of a political fact: the Board of Education of the City of New York is a financially dependent school district. Unlike most other school districts in the State, the Board cannot levy taxes to raise needed revenues. The City budget process determines funding for operations and capital expenditures. In the budget process, education must compete with other claimants for City resources.

In certain jurisdictions in New York State, municipalities have exerted their budgetary powers to reduce local funding as State education aid has grown. In the case of New York City, that reduction has not occurred. Indeed, increases in the New York City education budget always exceed increases in State aid, since the City assumes responsibility for mandated cost escalation such as collective bargaining. At the same time, State support has grown much faster than City support. State education aid has risen 113 percent since 1982, compared to a rise of 54 percent in City funds. Consequently, the City's share of the Board of Education budget has declined from 55.4 percent to 49.3 percent over that seven-year period. (See Figure 6.)

Figure 6

Revenues: Funding Source By Year [a]

($ In Millions)

FISCAL YEAR	NYC FUNDING		STATE AID		FEDERAL AID		TOTAL
1982	$2,026	55.4%	$1,288	35.2%	$344	9.4%	$3,658
1983	$2,142	54.8%	$1,392	35.6%	$369	9.4%	$3,906
1984	$2,393	55.4%	$1,504	34.8%	$420	9.7%	$4,317
1985	$2,495	53.1%	$1,803	38.4%	$397	8.5%	$4,695
1986	$2,640	52.3%	$1,959	38.8%	$446	8.8%	$5,045
1987	$2,726	50.6%	$2,230	41.4%	$433	8.0%	$5,389
1988	$2,955	50.2%	$2,472	42.0%	$456	7.8%	$5,883
1989 [b]	$3,124	49.3%	$2,742	43.3%	$473	7.5%	$6,339

Note: Percentages do not always total 100 due to rounding.
(a) Includes pension and debt service costs.
(b) Based upon Adopted Budget condition.

Source: NYC Office of Management and Budget.

School System Responsibility

The City's tax effort on behalf of public education exceeds the State average. Its capacity to finance the school system is limited, however, by demands for other vital services. For example, per-capita local expenditures for social services in New York City are more than three times higher than in the rest of New York State.

Despite this burden, the November 1988 Financial Plan indicates a continued commitment by City government to public education in FY 1990. As was the case last year, the Board of Education has been spared the budget cuts imposed on the rest of the City. The understanding reached last year with the help of a coalition of various groups regarding the use of additional State education aid has been renewed. Growth in State aid in excess of what is required to cover inflationary cost increases for State-funded programs will be devoted to enhancing services. It is a promising beginning for what is otherwise an unpromising fiscal outlook.

Despite the City's exertions on behalf of the school system, the fact remains that New York City spends $4,351 per child for basic instructional expenditures as compared to $4,716 elsewhere in the State. (See Figure 2.) This discrepancy is due primarily to insufficient State support. Although the City and the Board are working to rectify the inequities in State financing, neither can afford to wait for satisfaction.

Last year the City's contribution was confined almost exclusively to covering mandated cost increases. We believe that the City needs to move beyond funding mandates alone. It needs to extend itself further to develop a budget that builds a better future for the City's children and the City itself.

Summary

The Mayor posed a challenge last year to the school system to redirect its own resources to meet its own needs. We responded by generating $16 million through reduction of administrative overhead. These funds supported instructional initiatives ranging from summer kindergartens to high school counseling services.

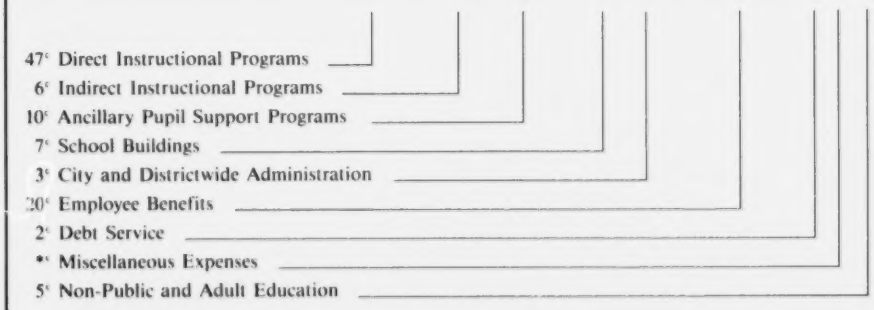
WE INTEND TO continue and extend this effort by releasing another $16 million to finance new initiatives proposed in this Request. Again, these funds will be the product of administrative savings and improved productivity.

Even more important than our willingness and ability to finance programs internally is our resolve to insure that funds are spent wisely and as intended.

Of the $671 million increase we are seeking for fiscal year 1989-90, $181 million is to maintain and build education programs. Mandatory costs and the cost of repairing school facilities are $490 million. This Request cannot ignore the financial capacity of the City and State governments. But neither can it disregard the parents and children that look to the school system to represent their vital interests. Their futures and those of the City and the State are joined. We all need a thriving and successful public school system.

Figure 7

Where Each Education Dollar Goes 1987-1988



Source: Functional Analysis (Draft), Office of Budget Operations and Review.

* Less than ½¢

2

Budget Proposals

17

Program enhancements are those initiatives that transform the Board of Education's broad goals into action. These are the projects and services designed to help students reach their potential; they address the special, sometimes overwhelming problems encountered by young people in our City. The following pages describe the initiatives that we seek to launch or to continue; each has a price tag, listed in the summary boxes.

Ideally, we would seek all the funding for the program enhancements justified by our students' needs. For the present, however, that must be a long-term goal. Our immediate objective simply is to initiate new programs to improve student achievement, and to continue programs that will help us achieve equal standing with other school districts in New York State.

For FY 1990, we are requesting a budget of $6,405.1 billion, exclusive of pension and debt service, an increase of $671.3 million over FY 1989. This represents an 11.7 percent increase, of which $379.7 million, or 6.6 percent, is for mandatory increases (including mandated special education programs), $110.7 million, or 1.9 percent, is for repair of school facilities, and $180.9 million, or 3.2 percent, is for program enhancements. (See Figures 1 & 8.)

Staffing for Effective Elementary and Middle Schools

What resources are needed to make a school effective? The staffing plan outlined in this section addresses this critical question. A year ago, we formulated goals for staffing elementary and middle schools based on research on effective schools and on average levels of staffing in other districts in New York State. The Effective School Staffing Plan in Figure 9 details the components of the model. The Plan specifies caps on class size, ranging from 20 in prekindergarten to 25 in grades 4-6, staff-to-student ratios for various pupil-support services, and allocation levels for administration and supplies.

The Plan provides a minimum staffing level to operate an effective school. It is a level of staffing and resources equivalent to that of the average school in districts throughout New York State. The Plan we advocate provides only what other schools in this State would call "essential."

For example, throughout the rest of the State, the average class size in grades 1-6 is 22 students. In New York City, the average is nearly 28 students. (See Figure 4.)

Another objective of the Plan is to give school professionals the flexibility to develop local solutions to local problems. In recent years, Federal, State, and City funds have been provided almost entirely for narrowly focused categorical programs rather than for general education purposes. Funding has become so fragmented, in fact, that it now goes to New York City schools in nearly 80 separate categories. And each category is governed by different, detailed rules and restrictions; many require written proposals and plans, and virtually all demand separate tracking and reporting.

The Commissioner's Task Force on Education of Children and Youth at Risk recognized these problems and recommended that local schools be given greater discretion. The proposals in this section build in opportunities for local decision-making.

We know it will take a number of years to achieve the staffing and resource levels prescribed by the Plan in all elementary and middle schools in New York City. The gap between current funding levels and the cost of achieving the Plan's levels amounts to $682 million.

Increases in staffing in recent years have made a difference. Marked progress by students in the early grades is a good indication that our intensive efforts with the youngest children—efforts made possible by more adequate staffing in the lower grades—already are paying off.

For example, we have seen improvement in the number of

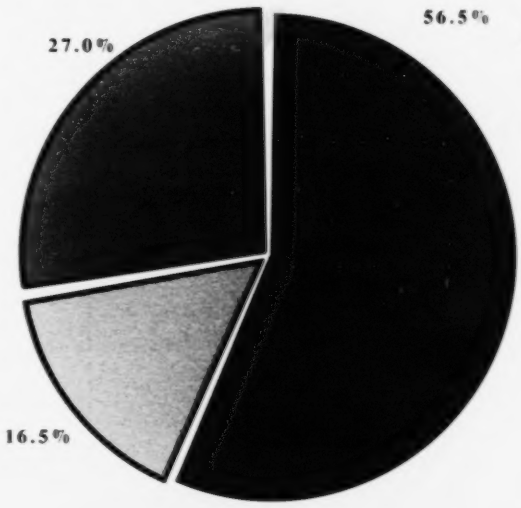
Figure 8

Budget Initiatives: Distribution Among Program Areas

27.0% Program Enhancements: Continuation and New Programs $180,920,281

- 10.6% Staffing for Effective Elementary & Middle Schools $71,165,873
- 4.0% High Schools $26,784,195
- 1.3% Special Education (Quality Improvement) $8,449,115
- 4.1% Other Instructional & Support Services $27,323,203
- 2.6% Staff Resources: Recruitment & Development $17,538,839
- 4.4% School Safety & Discipline $29,659,056

16.5% School Environment: $110,677,782



56.5% Mandatory Increases: $379,669,143

- 35.2% Collective Bargaining (Contractual) $236,541,274
- 2.1% OTPS Inflation $14,274,000
- 2.3% Fringe Benefits $15,361,774
- 7.2% Transportation $48,407,271
- 7.3% Other Mandates $49,174,499
- 2.4% Mandated Special Education $15,910,325

TOTAL: $ 671,267,206

schools meeting minimum standards. Between 1984-85 and 1987-88, the number of elementary schools meeting the grade 3 standard in reading increased from 49 percent to 67 percent. For mathematics, the number of elementary schools meeting the grade 3 standard increased from 48 percent to 84 percent. (See Figure 11.)

These improvements in performance coincide with programmatic changes, including the following:

- Reducing class-size average in the early grades to 25.
- Providing paraprofessionals for one-quarter of our kindergarten classes.
- Capping kindergarten and first-grade classes at 22 or providing supplementary alternative services in 150 schools (Project Child).
- Increasing the number of seats available in Project Giant Step, our program for prekindergarten youngsters.
- Increasing school supplies for each classroom, while allowing each teacher to select the supplies from an expanded catalog of offerings.

In addition, new funding in 1988-89 permitted us to increase guidance services for middle school students and to double the size of the Basic School Staffing Program.

Middle School Guidance. The New York City school system's middle schools are underserved by guidance counselors, according to the Middle School Task Force Report. The Report recommends a counselor-to-student ratio of 1 to 250. The ratio in our middle schools in 1987-88 was 1 to 668. Responding to this finding, the Board has allocated new funds of $6.5 million to a Middle School Guidance Program, whose interim target ratio is one counselor to 350 students. In addition to expanding services, the program also aims to encourage diverse models and to improve coordination and cohesiveness of the various guidance resources currently provided by specialized programs in middle schools.

The middle schools can use the new funds to add guidance positions in the following categories: licensed guidance counselors, teachers with guidance credentials, guidance assistants, program participants, social workers, community-based organizations. The Auditor General is visiting schools to insure compliance with program guidelines.

Basic School Staffing

In 1987-88, the Basic School Staffing Program was initiated to rebuild teaching and support staff in our elementary and middle schools. Basic School Staffing, recently recognized as a model program by the Governor's Industrial Cooperative Council, is the first step towards obtaining the staffing and resource levels set forth in the Effective School Staffing Plan for schools throughout the City.

Figure 9

Summary Of Effective School Staffing Plan Components

	ELEMENTARY SCHOOL OF 600 STUDENTS	MIDDLE SCHOOL OF 1200 STUDENTS
INSTRUCTION:		
Class Size:		
Pre-Kindergarten	Cap of 20 with teacher and paraprofessional (for all 4-year-olds)[1]	—
Kindergarten—Grade 3	Cap of 22	—
Grades 4—9	Average of 22 (Cap of 25)	Average of 22 (Cap of 25)
Preparation Periods	1 per day per teacher	2 per day per teacher[2]
Paraprofessionals	1 per day in Kg. & Grade 1	For E.S.L. classes
Computer/Science Lab Technician	—	1 per school
Cultural Affairs	$20 per student for trips	$20 per student for trips
Library Services	1 librarian per school	1 librarian per school
Audio-Visual Technician	—	1 per school
PUPIL SUPPORT SERVICES:		
Guidance	1 per 350 children (rounded up)	1 per 350 children (rounded up)
Deans	—	1 per grade level
Psychologist/Social Worker	1 per 4 schools	1 per 2 schools
Nurse/Health Aide	1 per school	1 per school
Human Relations Coordinator	1 per school	1 per school
Professional Development Position[3]	1 per school, plus cluster coverage for every 20 teachers	1 per school, plus cluster coverage for every 20 teachers
Schoolwide Activities[3]	Funding equivalent of 1 teacher for every 20 teachers	Funding equivalent of 1 teacher for every 20 teachers
Substance Abuse Counselor	—	1 per school
ADMINISTRATION:		
Principal	1 per school	1 per school
Assistant Principal	1 per 25 teachers (with minimum of 1 per school)	3 per school (1 per grade)
Administrative Assistant	—	1 per school
Secretaries	1 per 250 students	5 per school
OTHER:		
Security Officers	1 per school	3 per school
School Aides	1 hour per teacher per day	1 hour per teacher per day
OTPS	$20 per pupil, plus $250 per teacher	$20 per pupil, plus $250 per teacher
After-School Programs	• 15 classrooms plus 2 major spaces • 1 3-hr. per session teacher per day per 200 students	• 15 classrooms plus 2 major spaces • 1 3-hr. per session teacher per day per 200 students

[1] An additional 11,000 seats are required in New York City schools to provide a half-day pre-kindergarten program for all four-year-olds.

[2] As per current contractual standards.

[3] Schools may reapportion resources between these functions.

The program has several notable innovations:

- It incorporates school and district-level planning.
- Instead of narrowly categorizing how funds must be spent, it allows choices from a menu of six categories of staffing—instruction, guidance, attendance, library, staff development, and supervision.
- It provides resources to every elementary and middle school in the City.

The program requires collaboration among parents, teachers, and administrators before funds are spent. The goal, in every school, is to see tangible gains in staff and services resulting from shared decision-making, rather than from determinations made in Washington, Albany, City Hall, or at 110 Livingston Street. The combination of a menu of options with the local planning/consultation process allows for program flexibility. Accountability is insured through random audits and an evaluation.

The Basic School Staffing Program began in 1987-88, with $20 million in funding from the City Council and the Board of Estimate. Funding doubled this year due to State funding and internally reallocated Board monies.

Basic School Staffing has enabled schools to establish over 1,600 new positions in the six staffing categories—an average of slightly more than two positions per school. Almost half of the positions (47 percent) are committed to strengthening instruction by reducing class size; providing enrichment in art, music, computers, or other special subjects; or furnishing lab assistants. Twenty percent of the positions increase guidance services, primarily in the elementary schools. Seventeen percent are devoted to staff development, eight percent to librarians, and eight percent to attendance and supervision.

We have added guidance services to improve ratios in middle schools. A significant gap remains, however, in elementary schools. Guidance counselor/student ratios for elementary school students averaged 1 to 1,650 in 1987-88, an unacceptable level. Guidance counseling for elementary school children is needed to identify earlier potential learning and behavioral problems. Basic School Staffing should provide the means to address this need.

Figure 10

Staffing For Effective Elementary & Middle Schools

INITIATIVES	CATEGORY COST	PROGRAM COST
THE EFFECTIVE SCHOOL STAFFING PLAN	**$ 682,000,000**	
Basic School Staffing (5-Year Phase-In)	$ 26,000,000	
School-Based Planning (3-Year Phase-In)	$ 2,000,000	
Chancellor's Corridor School Project (3-Year Phase-In)	$ 12,700,000	
OTPS for Elementary and Middle Schools (2-Year Phase-In)	$ 5,570,000	
Early Childhood Education	$ 20,000,000	
• Project Child		(Carryover Funds)
• Project Giant Step Expansion		3,800,000
• Early Childhood Support Program		1,350,000
• Paraprofessionals in Kindergarten (2-Year Phase-In)		7,350,000
• Kindergarten/First Grade Summer Program (3-Year Phase-In)		7,500,000
— Elementary School Air Conditioning		(Capital)
Middle School Class-Size Limits for Final Year	$ 4,895,873	
TOTAL	**$ 71,165,873**	

WE PROPOSE TO implement the third year of the Basic School Staffing Program, which is the keystone of our long-range Effective School Staffing Plan. Basic School Staffing makes a major contribution to restoring support services to minimally acceptable levels; it gives flexibility in meeting local needs; and it fosters staff and community involvement through the planning and consultation process.

For the third year of the five-year program, we plan to modify the Basic School Staffing guidelines to strengthen accountability.

Those schools and districts that have complied with the current guidelines and shown demonstrable improvement according to the Chancellor's Progress Standards will have greater flexibility to make selections from an expanded set of options—such as educational paraprofessionals, aides, support for after-school programs, or other positions included in the Effective School Staffing Plan but not previously permitted in Basic School Staffing.

Districts that are slow to achieve full compliance with Basic School Staffing guidelines this year, as determined by the Auditor General, will have greater restrictions placed on their staffing decisions for FY 1990. Examples of non-compliance include budgeting funds for non-supplementary or impermissible positions, short-circuiting the consultation process, or not satisfying the Chancellor's Progress Standards.

School-Based Planning

Throughout the country, school districts are attempting to engage staff in professional planning. Behind their efforts is a realization that school-based planning and shared decision-making are essential to school improvement. The Dade County, Florida and the Rochester, New York school systems are two of the largest and best-publicized efforts that encourage extensive school-based planning. The Board's Task Force on Professionalism also has endorsed this approach.

School-based planning is an integral part of the United Federation of Teachers/Board of Education (UFT/BOE) contract. With concurrence of 75 percent of the staff in school, contractual requirements can be waived to address local needs and improve education. This "school-based options" provision of the UFT/BOE contract was exercised by 30 schools in 1988-89.

The Basic School Staffing program, which has an impact on every elementary and middle school in the City, incorporates a local con-

sultation process for deciding on the use of new funds. School-based planning processes also have been included in other programs such as Project Child, the Quality Improvement Program Plan (QUIPP), the Teacher/Mentor Program, and Project SAIL, an innovative ungraded primary school program now operating in PS 38 and PS 41 in Brooklyn.

School-based planning, to be most effective, needs to be thoroughly integrated into school operations. To manage the process, a core staff must be trained in school-based planning techniques. In order for school staff to be involved in school decision-making, they first must acquire the necessary planning skills.

WE PROPOSE TO train a core group in every school in school-based planning techniques over a period of three years. Training will include such topics as team building, participatory decision-making, data collection and analysis, goal setting, plan development, school restructuring and curriculum development methods, and collaboration with outside organizations. To carry out this training, we will collaborate with organizations with established programs, as well as develop an in-house training capacity.

Chancellor's Corridor School Project

This Budget Request has highlighted areas of excellence throughout the school system. The plan proposed in this document has a dual objective: to increase the number of first-rate schools and programs, while at the same time raising the level of performance throughout the system—especially that of the poorest-performing schools.

The goal of the Chancellor's Corridor School Project is to expand educational and social services by clustering community schools in a way that will provide quality program choices for students and parents.

These school clusters, envisioned as a group of three feeder elementary schools and one middle school, will be selected as Chancellor's Corridor Schools through competitive proposals. The clusters will be developed and run by community school districts and will be funded at a level prescribed by the Effective School Staffing framework—an additional $700,000 more for a typical elementary school of 600 students and $1.2 million more for a middle school of 1,200.

By clustering sites, we will create a community of schools that support and reinforce each other. We will be offering students a corridor of excellence as they move from kindergarten through eighth grade. We expect these schools to serve as models for other schools throughout the system.

Guidelines for proposals will require collaboration among faculty, parents, and community organizations. Proposals should address the following:

- Design of instructional options, alternative education models.
- Staff development, including the formation of a laboratory school (see Professional Development Center, in section on "Staff Resources").
- Continuity between levels of schooling (elementary to middle to high school).
- Non-discriminatory pupil-entry criteria.
- Ongoing parent participation and involvement in school improvement.
- Coordination of comprehensive health services.
- Modification of work rules through the use of the school-based options provision of the UFT/BOE contract.
- Coordination with community-based organizations, libraries, universities, and the private sector.
- Comprehensive peer tutoring and student leadership.

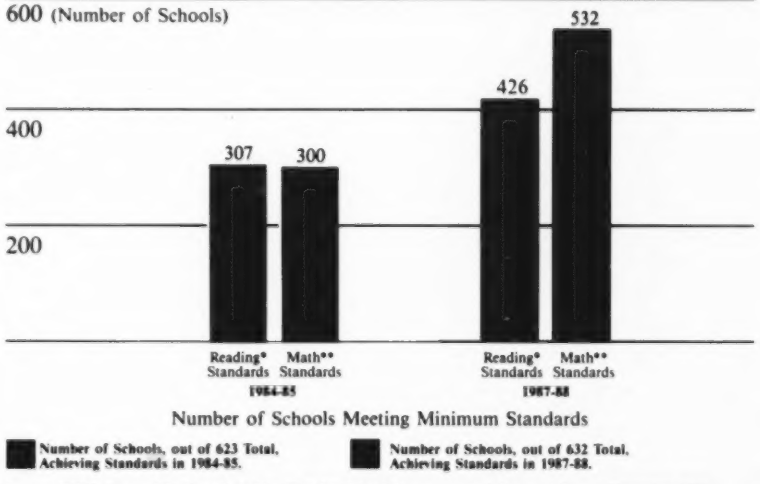
WE PROPOSE TO select 12 elementary and 4 middle schools to participate in the Chancellor's Corridor School Project during each of the next three years. We intend to seek private-sector funding to support additional pilots during the first year. In anticipation of funding, a program announcement will be issued in the spring of 1989 to encourage schools to prepare plans and applications for 1989-90 programs.

Other Than Personal Service (OTPS) for Elementary and Middle Schools

With the introduction of the Teacher's Choice Program, we have taken a step forward in providing essential classroom supplies. The available monies, however, still fall short of providing what is needed. Laboratory supplies, for example, are not covered by these allocations. We have compiled a list of the minimum supplies essential for running a classroom. This package includes

Figure 11

Number Of Elementary Schools Meeting The Reading & Mathematics Minimum Standards In Grade 3, 1984-85 And 1987-88



Source: OREA Report, The New York City Plan for School Improvement: A Progress Report, December 1988.

* Reading Standards: At least 60% of all students in the school reading at or above State Reference Point on D.R.P.

** Mathematics Standards: At least 65% of all students in the school meeting or surpassing the State Reference Point on P.E.P. Test.

items such as paper, chalk, pencils, maps, charts, and other curriculum displays. The Effective School Staffing Plan/OTPS formula calls for an allocation of $20 per student and $250 per teacher to provide a minimum supply package. Full funding of this formula would amount to a total of $20 million. Funds now available for this purpose amount to less than half the total required.

WE PROPOSE TO provide additional OTPS funds to elementary and middle schools over a period of two years to attain the level called for in the Effective School Staffing Plan. Totaling $5.6 million in the first year, the new funds will be used to purchase essential supplies.

Early Childhood Education

The place to start rebuilding our schools is at their foundation. Emphasis on early childhood education has proven to be the most effective, efficient, and dependable way to create a sound, healthy school system. Seldom do solid research evidence and common sense agree so heartily as they do on this issue.

The earliest years are the most critical in a child's development. Research undertaken by the Board's Office of Research, Evaluation, and Assessment (OREA), as well as studies in other parts of the nation, have verified the importance of well-planned early childhood education efforts. Especially in the case of young children who are poor, early intervention results in fewer problems in junior high and high school. The Ypsilanti High Scope research study found that children who attended preschool had long-term advantages over those who did not; they were one-third less likely to drop out of school, and almost one-half less likely to become pregnant while still of school age, or to go on public assistance at some future time.

Viewed in this light, an investment in early childhood education is an extremely cost-effective use of resources. The Children's Defense Fund estimates that every $1 spent on poor children for quality early-childhood programs like Head Start generates $4.75 in long-term savings because of the resulting lower costs in special education, public assistance, and crime intervention efforts. The House Select Committee on Children, Youth and Families estimates even higher savings: $6 for every $1 spent.

In 1987, OREA prepared a major report on early childhood education efforts in New York City. Included in the report was a profile of the City's early childhood population and a description of the tremendous challenges many of our children face: about one in five of these children entered kindergarten with a severely limited proficiency in English; two in five are from low-income families; and one in three will have moved to another school at least once by second grade.

The report identified the following as characteristic of successful programs: parent involvement; reduced class size and adult/child ratios; appropriate curricula, emphasizing first-hand experience and oral language skills; and staff development.

Today, with the introduction of all-day kindergarten and the gradual phase-in of half-day classes for four-year-olds, more children are starting school at younger ages. These programs offer City children solid preparation for academic life as well as assistance in overcoming economic and social disadvantages.

Project Child

Project Child is an intensive intervention program for kindergarten and first-grade children in the 150 lowest-achieving Chapter 1 schools. Through this program, participating schools are given resources to cap classes at 22 students where space is available and are offered a range of alternative services in those schools where a lack of space precludes capping. Alternative services may include additional classroom teachers, English-as-a-second Language teachers, on-site staff developers, or paraprofessionals to provide supplementary instruction.

In addition, all schools have planning committees and participate in staff-development activities focusing on effective early childhood curricula and programs. All receive funding for classroom supplies, trips, and parent-involvement activities.

Preliminary evaluation findings indicate that Project Child has had an impact, particularly on limited English proficient students, who experience a substantial improvement in English-language development. English-speaking students also improved their language skills and registered gains in scores between tests given before and after the program.

WE PLAN TO continue Project Child in 1989-90 in the same 150 schools, using carryover Chapter 1 funds.

Project Giant Step Expansion

Three years ago, the Board began Project Giant Step, one of the first public school programs in the country to offer prekindergarten education for four-year-olds. The program has a developmentally appropriate curriculum and strong parent involvement; it offers health services for the children and their families, a nutrition program, and social services. The City's Agency for Child Development also offers the program at other sites.

In 1987-88, the Board expanded the project in areas of greatest need —29 new Chapter 1 sites—with 1,520 additional seats. The program now offers space for 5,640 children in 81 schools in 20 school districts.

Continued expansion of Project Giant Step will give more parents assurance that their children are

receiving valuable preparation for their future schooling.

WE PROPOSE TO expand Project Giant Step in 1989-90 by offering 1,400 more seats to four-year-olds from low-income areas. For the present, available space has been exhausted in those Chapter 1 schools where four-year-olds are underserved. Therefore, continued expansion of Project Giant Step in 1989-90 will focus on disadvantaged students in non-Chapter 1 schools. Chapter 1 funds cannot be used for these services.

Early Childhood Support Program

Four-year-olds in Project Giant Step receive intensive support services. Educational paraprofessionals, family assistants, social workers, and school psychologists help these children and their families overcome problems that may affect the children's schooling. Continuity of services is important to strengthen and support the children's gains in educational and social skills.

WE PROPOSE TO extend, on a pilot basis, support services like those offered in Project Giant Step to all kindergarten and first-grade students in five Giant Step schools. This will help Project Giant Step youngsters as well as their classmates consolidate preschool gains. Some Giant Step schools also receive resources under the Paraprofessional in Kindergarten or Project Child Programs. The cost of the support program will be reduced by the value of the resources already provided.

Paraprofessionals in Kindergarten

In 1987-88, the Board, with City funding, began a multiyear initiative to add a paraprofessional to every one of our kindergarten classes. We aim to increase our staffing to the level offered in day care and Head Start programs for five-year-olds.

With funding in 1987-88, we hired 626 paraprofessionals. New funding this year added 390 more paraprofessionals. The Board has now provided enough paraprofessionals to cover approximately 42 percent of all kindergarten classes. Priority for the placement of paraprofessionals has been based on overcrowding: the 191 most overcrowded elementary schools in 29 districts in New York City have received paraprofessionals.

WE PROPOSE TO complete the assignment of paraprofessionals to every kindergarten over the next two years. In FY 1989-90, we will provide paraprofessionals to half the remaining classes.

Kindergarten/First-Grade Summer Program

As part of its continuing emphasis on early childhood programs, this summer the Board initiated a six-week summer kindergarten program for children entering first grade in the fall. The program targeted children with little or no kindergarten experience, children with limited English proficiency, children residing in temporary quarters, and those who, in the judgment of their teachers and principal, required extra instructional experience to succeed in first grade.

The Board's goal was to serve 5,000 children; over 9,000 students attended—nearly double our target. The program served children in 434 classes in 170 schools in every district in New York City. Of the children enrolled, 16 percent had little or no kindergarten experience, 21 percent were identified as limited English proficient, and 62 percent were recommended for the program by their kindergarten teachers. OREA will issue a final report on the program in January and a follow-up report in April.

WE PROPOSE TO expand the summer instructional program over a period of three years to serve 10,000 children in each of the other early grades. In the summer of 1989, we plan to expand the program to include first grade, adding one new grade a year each year thereafter. Enrollment targets will be limited to 10,000 at-risk children per grade. The goal of this program is to insure that children maintain progress during the next grade. The evaluation of this program will help us to explore issues related to year-round schooling. Air conditioning of elementary schools is being proposed in the Capital Budget.

Middle School Class-Size Limits for Final Year

Instruction cannot be conducted effectively in very large classes. Beginning in 1986-87, the Board limited class sizes in certain middle school grades. Class sizes were capped at the contractual maximums of 30 students per class in Chapter 1 schools and 33 students in non-Chapter 1 schools. Funds for hiring new teachers for the entry grade of middle schools were provided in 1986-87 and for teachers to serve the next grade after entry level in 1987-88.

Middle school class sizes should be even lower, as prescribed by the Effective School Staffing Plan.

WE PROPOSE TO complete the program of class-size reduction by capping the final grade in all middle schools at the contractual maximum, which will require 150 more teaching positions. Reducing the final grade's class size will complete the Board's multiyear effort to limit academic class sizes in both the middle schools and the high schools. Completion of this program will be an important step toward reaching the middle school class-size targets called for in the Effective School Staffing Plan.

Figure 12

Summary Of Revised High School Allocation Formula

	HIGH SCHOOL OF 2,000 STUDENTS
INSTRUCTION:	
Class Size:	All classes capped at contractual class size maximum. (Average class size: 30.5)
Library Services	2 librarians per school
Audio-Visual Technicians/ Lab Specialists/Computer Aides	8 per school
PUPIL SUPPORT SERVICES:	
Guidance	1:250 ratio = 8 per school
Deans	3.2 per school (16 periods)
Grade Advisors	2.4 per school (12 periods)
Health Aides	2 per school
Coordinator of Student Affairs	1 per school
School-Based Planning Team	1 per school
SPARK Coordinator	1 per school
Attendance Teacher	1 per school
Attendance Coordinator	0.6 per school
Job Developer	1 per school
ADMINISTRATION:	
Principal	1 per school
Assistant Principals (Administration)	3 per school
Assistant Principals (Supervision)	6 per school
Secretaries	9 per school
Business Manager	1 per school
Program Chairman	1 per school
Cafeteria Coordinator	1 per school
Stockhandler	1 per school
Athletic Director	1 per school
OTHER:	
Security Officers	8 per school
School Aides	12 per school
Extracurricular Activities	500 hours
Public School Athletic Leagues (PSAL)	1,500 hours
OTPS (Instructional)	$20 per pupil, plus $250 per teacher

High Schools

A high school diploma is now a prerequisite for employment. According to the Bureau of Labor Statistics, 85 percent of the labor force in 1988 has finished high school, up from 76 percent in 1978. And it is estimated that 90 percent of the jobs to be added to the economy between now and the year 2000 will require a diploma.

But gaining a high school diploma alone is not sufficient. A successful graduate must be armed with the necessary skills and appropriate values to make a meaningful contribution to society. An effective secondary school program stresses both excellence in academic achievement and the requirements of good citizenship. Students must be active participants in shaping their future.

The offerings in New York City high schools range from the physics of music at Stuyvesant High School in Manhattan to the repair of subway cars at Transit Technical High School in East New York. In 93 high schools, specialized instruction is offered in 300 different institutes or school subsections. Nevertheless, the demand for access to quality programs far exceeds the supply. More than 70,000 applications are filed annually for entry into specialized programs. Only half of these applicants can be accommodated.

For many parents and students, these programs are the only viable alternatives to zoned schools they consider unacceptable. More than two-thirds of the entering high school class apply for admission to programs other than those offered in their zoned school. Creating more openings in successful programs will alleviate, but not solve, the underlying deficiency. Every high school must be able to provide the core instruction necessary to impart basic skills. Every high school must be seen to contribute to the well-being of the community it serves.

Our plan for strengthening schools has three levels. First are the core instructional services that we

need to rebuild the high schools. We offer a model for high school staffing and equipment that will bring support-service levels up to the standard that prevails elsewhere in New York State while meeting the special needs of New York City's high school population.

At the second level, we offer alternative approaches to basic instructional services. This continues the expansion of the concurrent options initiatives we began during the1987-88 school year.

Lastly, we are developing models that link the schools to the communities they serve. These models will be implemented in several large zoned high schools in order to establish these schools as centers of excellence and community renewal.

The three sections that follow contain proposals addressing each of these levels.

High School Allocation Formula: Core Services

Between school years 1985-86 and 1987-88, a minimum staffing formula introduced in the high schools gave them the resources necessary to meet minimum standards. As a result, sufficient funds were generated so that every student could receive seven periods of instruction a day. Subject class sizes were budgeted at the contractual maximum of 34 students. Student counseling, librarians, attendance, and other essential services were funded systematically through a revised allocation formula. Resources were delivered to schools on an equitable basis through entitlement formulas. Decisions regarding the use of those resources were made by school staff based upon local assessments of need.

Since the formula was instituted, staffing requirements have changed. Moreover, the original formula did not provide for instructional supplies and Other Than Personal Service (OTPS) costs. Nor did it allow for school-based planning, job development, or adequate management of very large school organizations. A group of principals, superintendents, union leaders, and advocacy-group representatives have revised the minimum-staffing formula to reflect these needs. (See Figure 12.) Although the design is not final, it defines the resources needed for basic services. Preliminary estimates indicate that an additional $70 million is required to implement the formula fully.

Figure 13
High Schools

INITIATIVES	CATEGORY COST	PROGRAM COST
HIGH SCHOOL ALLOCATION FORMULA: CORE SERVICES (5-Year Phase-In)	**$ 10,000,000**	
INSTRUCTIONAL CHOICE	**$ 12,129,098**	
Program Options		$ 3,763,365
Night High School		1,477,598
Summer High Schools (2-Year Phase-In)		4,373,972
Alternative High Schools		
• High School for Teaching		414,381
• Brooklyn BOCES		811,571
• Alternative High School in Southern Queens		414,381
• Rose M. Singer Center at Rikers Island		626,990
• New Middle College High School		246,840
SCHOOL RENEWAL	**$ 4,655,097**	
Instructional and Community Components		$ 3,496,227
• Day Care (LYFE Centers)		(See Figure 15 for $)
Interim Academies		1,158,870
TOTAL	**$ 26,784,195**	

Portions of the formula are currently being implemented. The service improvements, as described below, have been instituted using additional funds provided in the FY 1989 adopted budget.

Counseling. Students in oversized classes in overcrowded high schools often get lost in a maze of institutional requirements and expectations. While schools are organized to produce results in a specified time, they cannot succeed if they are not also organized to respond to students as individuals.

Elsewhere in New York State, counselor/student ratios reflect the State-recommended standard of 1 to 250. But in New York City, available resources are not sufficient to meet the standard. Counselors provide basic services such as career guidance, assistance in selecting courses, and advice for college applications and decisions. Counselors also respond to students asking for help. To provide necessary coverage, high schools now assign the equivalent of 700 teachers to provide counseling at the expense of instruction. The revised formula adopts the State-endorsed counselor-to-pupil ratio.

During the current school year, the Board committed $3.4 million of State and internally-reallocated funds to improve counseling services. More than $2 million was distributed to 63 schools with concentrations of at-risk pupils. These schools used the funds to hire nearly 50 additional staff to work with truants, to help non-English-speaking students, to serve as advisors for new entrants, and to extend group counseling services. The schools also assigned approximately 20 family workers to conduct home visits for pupils with attendance problems.

The Board allocated the remaining funds to complete the process of assigning a full complement of attendance teachers to the high schools. This year, 66 attendance teachers were assigned to high schools

through a reallocation of staff from central operations. An additional 29 attendance teachers have been hired. As a result, each of 68 high schools with high-risk student populations has been assigned at least one full-time attendance teacher. Among the other high schools, one attendance teacher is assigned for every two schools.

School Size. The average size of a regular New York City high school is 2,500 students. Nineteen high schools have enrollments in excess of 3,000. While large schools can offer students a wide array of educational choices, they also can become labyrinths where students lose direction and their sense of identity.

To counteract this tendency, the entering class in every high school has been organized into "houses." These units are organized around a common theme, such as communication arts. Each house is headed by a coordinator and each has separate facilities for counseling. Our revised formula seeks to expand houses into the upper grades. To do so, we seek to remove a factor in the present formula that reduces funding for basic support and administration in schools with more than 2,000 pupils.

Work-Experience Programs. Employment programs provide valuable opportunities for high school students to benefit both educationally and financially. Last summer, 5,350 incoming students in the ninth and tenth grades participated in a summer institute that linked career guidance to summer jobs; 1,680 of them chose to work and earned four weeks' pay. An additional 12,828 students found summer jobs through the Board of Education and other government and private agencies.

Employment programs do not end with the opening of school. The Board reserved funds in FY 1989 for a number of initiatives that combine educational experience with vocational training. A new job-readiness program placed 1,650 at-risk students in paying jobs at 42 participating public agencies. Through the Training Opportunities Program (TOP), about 1,000 more students—juniors and seniors—have been placed in private industry where they receive paid training in their vocational specialties. In addition, more than 200 low-performing students in ten high schools now work in senior citizen centers in a work–study program sponsored in collaboration with the Department of the Aging. According to an Interface study, these students improved their attendance and earned more credits towards their diplomas.

As part of our dropout-prevention effort, 1,200 students have received job counseling and more than 500 students in 24 high schools have been placed in jobs since September 1988. Nevertheless, we need a more comprehensive means to generate jobs and tie them to educational programs. The Board has been collaborating with a foundation, New York Working, to formulate a school-based model for job development. The program assigns two-person teams to each high school. The teams, consisting of a school staff member and a business person from the private sector, match individuals to local job opportunities. The program is now functioning in six schools.

We are evaluating the New York Working model to determine whether to expand this program to additional sites. The proposed allocation formula funds the staff requirement for school professionals. The external team member represents an additional cost that requires funding.

Extracurricular Activities. Non-athletic extracurricular activities such as newspapers, computer clubs, and musical organizations enliven schools and provide invaluable experiences for students. While the lessons of cooperation and coordination are not recorded as grades or test results, extracurricular activities teach skills and behavior that are as important as those that are officially recognized.

During this school year, $1.8 million was committed to an expansion of extracurricular programs. As a result, 818 clubs were organized, 212 public performances staged, and 92 publications either started or expanded. The revised formula provides necessary OTPS support to supplement the resources made available this year for faculty advisors.

Regents Action Plan. The major funding premise of the current allocation formula is that a diploma can be earned over four years with a course load of seven instructional periods each day. In certain circumstances, however, this assumption does not hold because of mandates established by the State Commissioner of Education. Assumptions about class size that are built into the allocation formulas sometimes are overridden by State mandate.

High schools that offer a vocational/technical diploma cannot fulfill course requirements within a seven-period instructional day. Because of double- and triple-period shop requirements and added requirements in foreign language and social studies, these vocational programs demand eight-period instructional schedules. And where a minimum number of hours is specified to meet curricular or license standards, as is the case with practical nursing, the seven-period day allows inadequate time to accumulate credits.

Furthermore, satisfying the State mandate that laboratory-science subjects meet seven periods weekly requires an extension of the normal school day. Beginning in FY 1990, the State will limit group size for off-site clinical experience to ten students. For vocational sequences where this experience is required, such as nursing, additional funds will be needed in order to meet certification standards. The revised allocation formula recognizes the funding needed to meet the Regents Action Plan mandates.

Instructional Supplies and Equipment. High school principals now use approximately $3.5 million of allocations targeted for classroom and instructional support to purchase supplies and equipment instead. Their actions indicate the chronic shortages of basic instructional materials. The revised formula includes allowances for furniture replacement; maintenance contracts on major equipment; subject-specific allotments such as science and library supplies; Teacher's Choice purchases; and other essential needs.

We also intend to network existing computer laboratories. Networking of computers will allow teachers to manage curriculum software and to evaluate and correct students' work more effectively and efficiently. Sharing expensive hardware and software improves student access to coursework and machinery at a cost far less than would be required if access were available only through individual workstations. This item is not part of the formula, but is addressed instead in our Capital Budget Request.

Class Size. The revised allocation formula increases the allowance for breakage to permit schools to observe class-size caps without reducing services in other instructional-support areas. It does not provide for lowering class sizes to the levels prevailing elsewhere in the State. While the greater needs of New York City's students argue strongly for lowering overall class sizes, we are unable to do so because of lack of space.

The formula revision also will allot resources to limit class sizes to the contractual maximums in non-academic subjects, such as music and physical education. Class registration now exceeds 50 students in 1,950 physical and music education classes in high schools throughout the City. The capping of class sizes already accomplished for high school academic subjects will be extended to the rest of the school.

WE PROPOSE TO introduce, over a five-year period, a revised allocation formula incorporating the components described above. We expect to devote half of the first year's appropriation to meet mandates and/or program priorities. The remaining portion will be distributed to allow individual schools to determine their own priorities consistent with the requisite staffing levels.

Instructional Choice

Americans generally think of high school as a four-year sequence, which students begin at age 14 and complete at age 18. We expect students to enter high school from junior high or middle schools, and then to steadily accumulate enough credits to graduate. We think of high school as a daytime institution, with students reporting to school at 8 am and leaving at 3 pm. This picture may hold true in many parts of the nation—but not in New York City.

When we followed the high school careers of recent graduating classes, we found that about a quarter of each class left school before graduation. Even more surprising: about a quarter of each class remained enrolled in school after their expected graduation date. Follow-up studies confirmed that significant numbers of young New Yorkers are spending five or six years in high school. Some of these young men and women eventually drop out, but a great many have the dedication to continue until graduation.

We know, in addition, that one in three students entering high school is already overage for his or her grade, and that one in ten is enrolling in a City public school for the first time.

In short, thousands of youngsters do not fit into the traditional high school mold, and require a range of program options to support their persistent efforts to earn a diploma.

Program Options

A series of program options has been developed that permits students to earn credit in non-traditional school settings:

- Independent study centers have been established that allow students to accumulate a maximum of 13 credits by completing projects or taking course work after normal school hours. At John Jay High School, for example, an Evening Center has been organized that is open from 2:40 to 4:45 in the afternoon. The program offers both credit-bearing and tutorial courses, with assistance available for bilingual and special education students.
- Computer-assisted instruction has been introduced to facilitate independent study. Self-guided hardware and software packages such as PALS and PLATO are being installed in schools that offer alternative programs.
- Evening high school capacity has been expanded to ten sites in order to accommodate students 16 years and older who want to supplement their day-school programs with evening classes.
- Vocational schools have established shared-instruction facilities to give students in academic schools an opportunity to receive occupational training.
- Access to selected adult-education and community-college courses has been made available to students who will benefit from these experiences. Each participating school has committed counseling staff to insure that students are appropriately placed.

The options program is now operating in 18 schools. Beginning in February 1989, another 15 schools will become involved.

WE PROPOSE TO extend these instructional choice options to 30 more high schools with concentrations of high-risk pupils.

Night High School

A new program option, a night school, will open in mid-Manhattan in February 1989. It eventually will serve as the assigned high school for almost 1,000 students. Young adults between 16 and 21 years old will be able to receive a standard high school program that will be offered between 5:50 and 9:00 pm, Sunday through Thursday. About half of the

school's population will be transfers from day high schools; the other half will be out-of-school youth. This facility will permit its students to meet family and financial obligations without sacrificing either education or long-term job prospects. We plan to open three additional night schools throughout the City at the rate of one new site per year.

WE PROPOSE TO open one additional night school starting in the fall of 1989.

Summer High Schools

Summer school offers another way to earn high school credits outside of the customary instructional framework. In 1988, more than 55,000 high school students were enrolled in summer academic programs at 62 sites, either for enrichment or to repeat failed subjects. This was up from 19,000 students enrolled in summer academic programs at 12 schools four years ago. Last summer, for the first time, counseling services were available at summer school locations, as was a full breakfast and lunch program.

WE PROPOSE TO open five more sites over the next two summers to serve an additional 4,000 students. We will improve program quality and offer programs for limited English proficient students as well as those enrolled in special education.

Alternative High Schools

WE PROPOSE TO:

- Institute a High School for Teaching, beginning in the ninth grade with a class of 200 first-year students. (See the section on Staff Resources for a more complete description of the school.)
- Open a BOCES center in the Brooklyn Army Terminal to provide specialized vocational training to approximately 1,000 students enrolled in neighboring high schools. The center will be modeled on a successful venture already operating in mid-Manhattan.
- Organize an alternative high school in southern Queens to accommodate students in the Andrew Jackson High School attendance zone.
- Maintain the Rose M. Singer Center at Rikers Island for detained or incarcerated school-age women, as required by State law.
- Open a new Middle College High School, in collaboration with City College of New York.

School Renewal

The high school proposals described above will raise service levels over a period of time or offer instructional alternatives to address specific problems. Incremental improvements, however, are inadequate responses for many unsuccessful schools. We need to restructure these schools immediately. Students who depend upon them for their futures cannot wait for them to get better. In this process, we have some examples to guide us.

Instructional and Community Components

Erasmus Hall High School, with almost 3,000 students, has been restructured into four subschools that specialize in business, arts, humanities, and science. Class size has been limited to 25. Students are organized

into groups of 100, each served by a team of five teachers who, as case managers, not only provide instruction, but also monitor individual student progress.

George Washington High School has been designated as a special-service community school. The school is located in a densely populated area with heavy concentrations of non-English-speaking immigrants. More than 32 percent of the student population is limited English proficient. The school redesign includes a bilingual parent resource center, adult education courses, afternoon and evening instructional offerings for both parents and students, and a community center providing recreational activities and social services. A bilingual medical professions program is being inaugurated with support from Columbia University, the Josiah Macy, Jr. Foundation, and a grant from the Chancellor's discretionary fund. In this model, the school and the community have joined forces.

Many other examples of successful school-community collaboratives exist. The Board's dropout-prevention program, which stresses innovative guidance and counseling service models, has had a positive effect on thousands of students. Our school-renewal efforts will include a continuing emphasis on school-community organization partnerships.

WE PROPOSE TO expand successful practices by redesigning three additional high schools to create subschools and promote community linkages. Large zoned high schools that are located in poor neighborhoods and are not meeting established educational-performance criteria will be selected for redesign. Plans for the redesign will be developed jointly with parents, faculty, affected communities, and students themselves.

The redesigned school centers will offer various services needed in the community, such as after-school tutorial and summer programs and daycare for the young children of high school students. The LYFE day-care centers, described in "Other Instructional and Support Services," will be located in the redesigned schools.

Interim Academies

In conjunction with the redesign, an effort will be made to stabilize enrollments. More than 18 percent of the 98,000 students who enter high school at the beginning of the school year enroll after October 1. At schools like Erasmus Hall, nearly half the entering class arrives late.

WE PROPOSE TO establish three Interim Academies that will enroll pupils who present themselves for admission to the redesigned schools after October 1. The interim schools will offer intensive educational and counseling programs intended to prepare the students to enter their home schools at the beginning of the next school term. This arrangement will allow the redesigned school to work without disruption of program plans and class organization while giving late arrivals the opportunity to rejoin their peers without losing academic ground in the process.

Special Education Systemwide

In school year 1974-75, 34,021 students in New York City were enrolled in special education classes. They represented 3.1 percent of total school enrollment. In that same year, landmark federal legislation was enacted (Public Law 94-142) that gave all handicapped children the right to a free public school education that addressed their special needs.

As a result of PL 94-142, thousands of children whose educational needs had been neglected were guaranteed appropriate services in public school settings. At the same time, the expense of special education programs escalated dramatically. In 1987-88, the special education population constituted 12 percent of New York City's public school registers. Nearly 113,000 children were receiving special education services.

The budget to serve children in self-contained special education classes alone consumes 18 percent of the total education budget, although self-contained registers comprise only 8 percent of total registers. The disproportionate cost of special education as compared to general education reflects the intensive services delivered to compensate for handicapping conditions. The size of the special education cost differential raises questions about whether value is being received. Are the right children being served? Are the right outcomes being produced for these children?

While there are no definitive answers to these questions, available evidence suggests some conclusions. The registers of classes for emotionally disturbed children are preponderantly male, with black youngsters being over-represented. Referral rates to special education vary widely among community school districts. The proportion of children certified for special education services and the mix of services prescribed by district-based Committees on Special Education also vary considerably. Only 3 percent of children in special education rejoin their peers in general education every year. Only 2,652 special education students received diplomas or certificates last year. Although many children are appropriately placed and served in special education, these and other data argue that many are not.

The same conclusion was drawn by a mayoral commission headed by Richard Beattie in a report issued in April 1985 entitled *A Call for Quality*. The commission observed that compliance with procedural standards was not a substitute for meeting the educational needs of children. It found schools organized to respond to the lines of authority dividing special and general education rather than to the common needs of children sharing the same buildings. It urged that instruction be organized so as to reflect common expectations for all children: namely, quality instruction for quality outcomes.

In order to concentrate responsibility for the education of all children in a school on the school itself, administrative authority for the operation of educational programs for mildly and moderately handicapped children has been delegated to the community school districts. As a result, community school boards, community superintendents, and building principals have assumed responsibility for 56 percent of the total special education population, which represents 63,515 children, with a budget of $312 million.

The transfer was accomplished in school year 1987-88 without major interruption or diminution of service and is continuing this school year. Oversight monitors visited every elementary and middle school at least twice during 1987-88 to evaluate special education programs and to offer technical assistance. Sites where serious difficulties were encountered in meeting program mandates fully are being revisited by program monitors during the current school year. Particular attention is

Figure 14
Special Education Systemwide

INITIATIVES	CATEGORY COST	PROGRAM COST
***JOSE P.* ISSUES**	(To Be Determined)	
MAINSTREAMING	**$ 5,800,000**	
CONSULTATION SERVICES (Mandate)	**$ 7,201,287**	
PREVENTION	**$ 1,900,000**	
ADAPTIVE PHYSICAL EDUCATION (Mandate)	**$ 1,755,451**	
ALTERNATIVES FOR SIE VIIB STUDENTS (Mandate)	**$ 2,468,460**	
GUIDANCE FOR SEVERELY HANDICAPPED STUDENTS	**$ 2,228,380**	
OTHER NEEDS FOR SEVERELY HANDICAPPED STUDENTS	**$ 3,005,862**	
Afternoon Centers		$ 420,735
Equip 5 New Sites		(See "Mandatory Increases")
Nurses (Mandate)		2,129,154
Register Growth (Mandate)		(To Be Determined)
Tuition Contract Schools (Mandate)		(To Be Determined)
Family Court (Mandate)		(To Be Determined)
Travel Trainer Services (Mandate)		455,973
TOTAL	**$ 24,359,440**	

being given to provision of bilingual services and placement of students in the least restrictive environment.

The formal integration of general and special education within schools will not by itself produce a genuine integration of services and educational opportunities. Although no longer separated by administrative barriers, instruction in general and special education is governed by different rules that limit the potential for coordination and mutual support. While there is more flexibility in program design for general education, resources for staff and supplies are less ample than in special education. The guarantee of financial support in special education is accompanied by prescribed models for delivering service. In order to develop schoolwide programs that deploy resources to meet student needs regardless of designations and labels, student entitlement must be guaranteed without resort to overly restrictive limitations on the use of available funds.

In July 1988, an agreement was reached with plaintiffs in the *Jose P.* case that settled many of the issues that had been contested over the last nine years. To overcome persistent backlogs in evaluation and placement of referrals to special education, the Board committed itself to assign one school-based support team to almost every school. To that end, 110 additional psychologists and educational evaluators were hired over the summer of 1988.

Concentrated efforts have been made to overcome deficiencies in bilingual evaluations and programs. A comprehensive English-as-a-second language (ESL) training program has been conducted for monolingual special education staff in the community school districts. Targets have been set for recruiting bilingual evaluators and teachers. The recruitment goal for this school year has been met. Placements for bilingual services are being grouped together to facilitate matching qualified staff to assignments. A central pool of bilingual paraprofessionals has been formed to insure that appropriate coverage for bilingual classes will be available if districts are unable to fill bilingual vacancies.

Jose P. Issues

The provision that promises the greatest benefit is the commitment of the *Jose P.* plaintiffs and defendants to develop a school-based model for special education programs that will be implemented by September 1989. If agreement can be reached, the resources that otherwise would be devoted exclusively to evaluation, prevention, consultation, or related services could be combined at the school level. With appropriate safeguards, the goal of a unified school organization serving the needs of all of its students can be realized.

WE PROPOSE TO continue improving special education services pursuant to the terms of the *Jose P.* stipulation. Negotiations on a number of subjects are not yet complete. Once understandings are reached, additional funds may be required. The subjects covered include the following:

- School-based model
- Substitute teacher and paraprofessional coverage
- Alternative placement for bilingual special education students
- Appropriate programs and services for LEP special education students
- Compliance with Adaptive Physical Education (APE) mandated services
- Full compliance with related service mandates
- Expansion of the summer program for special education students
- Instructional supplies and specialized equipment
- Attendance services
- Additional Architectural Barrier Removal site modifications

Their implementation will require amounts beyond what is specified in this request.

Once a final settlement of the *Jose P.* case is reached, the school system can refocus its energies to address more forcefully and effectively the recommendations of the Beattie Commission. This request deals primarily with programs that can improve the quality of instruction.

Mainstreaming

The goal of special education should not be merely to accommodate students' handicaps by modifying instructional programs. Rather, the goal should be to overcome their handicaps. The participation of handicapped children in general education programs keeps the children in the mainstream of school activities. It affords them an opportunity to be integrated into the social and academic life of a school.

Mainstreaming is the term commonly used to describe the selective placement of special education students in general education classes. It fulfills a broader legal requirement that handicapped pupils be placed in the least restrictive environment consistent with their educational needs. To promote this process, a blueprint for conducting effective mainstreaming programs has been developed in collaboration with a wide range of interested parties. The program design has been expressed as a set of minimum standards that now govern mainstreaming practices in elementary and middle schools throughout the City.

The resources available to support mainstreaming are sufficient to meet minimum standards. Last year, almost one-quarter of the self-contained special education population was placed in an academic class setting for at least one period per day. We expect the participation rate to increase this year and have reserved additional funds to support this growth. But we lack the means to go beyond minimum standards.

WE PROPOSE TO give mainstreamed students additional classroom support as well as to facilitate consultation and school planning beyond what has been prescribed. Continuation and enhancement of the mainstreaming program should produce, over time, a marked improvement in decertification rates.

Consultation Services

Children placed in special education often are displaced from ordinary school surroundings. Assignments to self-contained classes, by definition, separate students from their classmates and sometimes from their neighborhood schools. Even less restrictive settings, such as resource rooms, still isolate children from daily school routines.

As a result of a legislative change enacted last April, some children no longer must be removed from their regular classes in order to receive special education services. Instead, their needs can be addressed either indirectly, through technical assistance provided by teacher consultants to general education staff members, or by direct intervention that can be delivered in a regular classroom setting. The explicit purpose of this effort is to maintain student progress in general education. To that end, explicit procedures and schedules for consultation between special education support staff and classroom teachers will be established.

WE PROPOSE TO begin this program next school year based upon evaluation recommendations that will be generated during the spring 1989 school term. This endeavor will create a context for instruction consistent with the goal of instruction: namely, helping students to maintain progress and to stay in the mainstream.

Prevention

The explosive growth of special education enrollments in the late 1970s and early 1980s coincided with catastrophic losses of basic instructional and support services as a result of the New York City fiscal crisis. The coincidence was not accidental. The expansion of special education in many ways must be viewed as an expression of failure in general education. It is a recourse for parents when their children fail to make progress but do not receive adequate help. It is an outlet for teachers and schools when children require time and attention that cannot be provided due to lack of resources.

If conditions in general education drive students into special education, the most direct and cost-effective approach to containing enrollments is to improve those conditions. If children need assistance in general education to overcome transient difficulties that might lead to a special education referral, it makes financial and educational sense to give that help. Over the last five years, the Board has instituted prevention programs that target potential referrals for assistance. A total of $14.9 million currently is earmarked for this purpose.

During the 1988-89 school year, we have expanded our capacity to provide preventive services by reserving seats for at-risk general education students in resource rooms. Last year, 14,000 general education students received assistance. Participants, however, were subject to displacement if their seats were needed to accommodate students certified for resource-room services. Two million dollars has been committed to guarantee preventive services for at-risk general education students. For every two resource-room classes, at least one seat is reserved for these students.

WE PROPOSE TO extend this opportunity by reserving one seat in every resource room for prevention purposes.

Staff Development

Quality instruction demands quality instructors. As a result of the rapid growth of special education, many new and inexperienced staff were hired to provide instruction. Temporary per diems occupy 16 percent of special education teaching positions. Students presenting the most difficult challenges in the classroom have been paired with teachers with the least background and experience.

A staff-development component was included as part of the restructuring of special education. Funds were distributed to community school districts last year to purchase services from a menu of options available centrally or to produce their own staff-development programs. Special education teachers and paraprofessionals engaged in the instruction of special education students received the equivalent of five days of training. The programs were designed and organized in consultation with school staff.

The program, called QUIPP (Quality Improvement Program Plan), was extended this year to cover staff assigned to other than self-contained classes. Speech, crisis-intervention, and resource-room teachers were given an opportunity to sharpen their instructional skills. QUIPP is organized so that services are provided and developed locally with quality standards being set and supervised centrally. Its management structure is a model for the delivery of staff-development services throughout the school system.

Adaptive Physical Education (APE)

State regulations require physical education for all students, including those in special education. For some special education students, the standard physical education program must be adapted because of their handicapping conditions. Although these students cannot be placed in large group settings, they must be served by licensed physical education teachers. Group size and staffing requirements for APE are the same as for special education instruction generally. In elementary schools, particularly, where licensed physical

education staff usually are not assigned, the provision of mandated adaptive programs is an expensive and difficult undertaking.

It is estimated that 15,000 students are entitled to APE services but do not receive them. We expect the demand for these services to grow. In response to non-compliance citations issued by the State Education Department, 40 additional licensed APE teachers have been hired.

WE PROPOSE TO maintain *Jose P.* APE staff levels. The total APE staffing required is a subject to be discussed in the *Jose P.* negotiation.

Program Alternatives for Severely Emotionally Handicapped Students

Restrictive placements are necessary for students who cannot control their behavior in an ordinary school setting. The number of children certified for placement exceeds our capacity to place them. We are attempting to find suitable space for these students, but in the interim, we must make alternative arrangements.

In response to this need, we will proceed with two initiatives simultaneously. First, the Commissioner of Education has granted a waiver of class-size limits for this year for children in this handicapping category (SIE VIIB) so that more students can be placed in existing classes. A condition for granting this exception is that increased class size be accompanied by assignment of an additional paraprofessional in affected classes, as well as resources needed to insure coverage for staff absences.

WE PROPOSE TO hire the additional staff required to qualify for the waiver, beginning in the current year and continuing into next year; and seek an extension of this waiver so that we can continue to serve these children. Discussion of the appropriate instructional setting for SIE VIIB students and intensity of service will be part of the *Jose P.* negotiations.

Second, WE PROPOSE TO hire additional staff to help schools deal with SIE VIIB pupils who remain in their original schools until a placement can be located. Unless support is provided, these students' behavior can disrupt the functioning of the schools in which they are situated.

Guidance Services for Severely Handicapped Students

Guidance services for severely handicapped children generally are limited to whatever is prescribed for addressing their handicap. Resources for crisis or vocational counseling, or for other activities mandated by Part 100 of the Commissioner of Education's regulations are not available. In addition, family counseling is prescribed for children with profound handicaps to enable families to provide necessary intervention at home or to help them plan for care once these students complete their education program.

WE PROPOSE TO bring staff/pupil ratios for general counseling to the same level proposed for students in general education.

Other Requirements for Severely Handicapped Students

Additional needs related to programs for the severely handicapped are considered in the following:

WE PROPOSE TO • open one afternoon center in each region for multiply handicapped and autistic students; • equip five new sites expected to open next school year (the cost of which is included in the Mandatory Increases Section); • hire additional nurses to provide mandated medical intervention for handicapped students; • cover mandated cost increases due to register growth in basic programs, related services, tuition contract schools, family court facilities, and mandated travel trainers.

Other Instructional and Support Services

Earlier sections describe the basic instructional services and resources needed to put New York City on a par with other school districts in New York State.

To educate our student population requires much more than these minimum essentials. Schools must see beyond their traditional responsibilities and assume a larger, more visible role as a social rallying point for communities. The schools must offer programs that address the needs of our diverse student population and they must coordinate services with other government and community institutions. The school must be a central force in the neighborhood, whose resources include parents, community members, service agencies, artists, and cultural institutions.

Systemwide Instructional And Support Programs

Bilingual/ESL Programs

Recognition of New York City's ethnic, cultural, and linguistic pluralism is key to the vitality and strength of our school system. More than a third of our students come from homes where English is not the primary language, and 114 native languages are spoken by our students and their families. Our policy and practice must strive to develop students' linguistic abilities and provide access to appropriate educational services.

National statistics indicate that many language-minority students are at risk of school failure and dropping out. The Board's *Annual Dropout Report 1986-87* found that a disproportionately large percentage of Hispanic students drop out of school. In addition to lacking critical language skills, many of these students have been held over and are overage for grade.

Services to Currently Entitled LEP Students. The Board of Education has made progress in providing a comprehensive program of instruction and support services to students who have not mastered English. It has nearly tripled its expenditures since FY 1986 to enable limited English proficient (LEP) students to receive instruction in their native languages and participate in English-as-a-second-

Figure 15

Other Instructional And Support Services

INITIATIVES	CATEGORY COST	PROGRAM COST
SYSTEMWIDE INSTRUCTIONAL AND SUPPORT PROGRAMS	**$ 15,635,247**	
Bilingual/ESL Programs		
• Transitional Program for Non-Entitled LEP Students (2-Year Phase-In)		$ 3,400,000
• LEP Access to Vocational Education Programs		866,887
Multilingual and Multicultural Programs (2-Year Phase-In)		1,535,563
Parent Involvement Programs		
• Parent Involvement Support Package		2,500,000
• School Volunteer Program		114,116
Health Care and Health Education		
• Health Clinics and Health Care Units (Department of Health)		(No Cost to BOE)
• Health Aides (4-Year Phase-In)		3,200,000
• Family Living/Sex Education/Growing Healthy (2-Year Phase-In)		770,478
• Comprehensive Health Education for Middle Schools (2-Year Phase-In)		235,584
• AIDS Education		1,012,619
Substance Abuse Prevention (3-Year Phase-In)		2,000,000
SUPPORT SERVICES FOR AT-RISK POPULATIONS	**$ 8,350,631**	
Dropout Prevention Program		
• Elementary Dropout Prevention Programs		$ 1,014,066
• Project ESCUELA		1,160,958
• Project AWARE		757,611
Students in Temporary Housing		
• Services for Students in Temporary Housing		(Reallocated Resources)
• Services for Students Moving to Permanent Housing		1,000,000
• High School Students Living in Temporary Housing		618,637
Teen Pregnancy Prevention and Parenting Services		
• Expansion of the LYFE Program		1,366,824
• LYFE Core Curriculum		505,697
• Teen Pregnancy Liaisons		168,108
• Middle School LYFE Centers		168,957
• Project Return		551,794
Child Abuse Intervention		1,037,979
OTHER SUPPORT PROGRAMS: INNOVATIVE PROGRAMS	**$ 3,337,325**	
Chancellor's Shepherd's Program (4-Year Phase-In)		$ 244,085
After-School Programs		2,000,000
Access/Equity for Women (2-Year Phase-In)		1,093,240
Student Information System		(To Be Determined)
TOTAL	**$ 27,323,203**	

language (ESL) programs. With funding increases during the past three years, we lowered the number of students required to form bilingual classes, allowing us to create more classes and enhance support services for LEP students. In 1988-89, we allocated $2 million to provide support services to students whose progress in English disqualified them for mandated bilingual and ESL services.

The Chancellor appointed the Working Group on Latino Educational Opportunity to make recommendations for improvements in services to bilingual students. The Working Group's recommendations are reflected in the budget proposals that follow; many of their recommendations pertain to staff recruitment and are reflected in proposals in the section on Staff Resources.

Transitional Program for Non-Entitled LEP Students. The transitional program for LEP students begun in fall 1988 expanded funding for bilingual and ESL instruction to students in elementary and middle grades who scored above the 21st percentile on the Language Assessment Battery (LAB). Allocations were based on the number of students scoring between the 21st and 30th percentile. Funds were provided to serve some 3,500 "transitional" students in 25 districts.

WE PROPOSE TO extend this transitional program to all LEP students who have recently lost entitlement as a result of scoring between the 21st and 40th percentile on the LAB. Additional instruction and support is vital to insure that these students are fully integrated into regular programs as smoothly as possible. The Regents have just adopted a new policy to raise LEP student eligibility for bilingual/ESL programs to the 40th percentile. The state Education Department will be developing regulations for this new mandate based, in part, on the experience of this year in New York City.

LEP Access to Vocational Education Programs. The scope and variety of vocational programs available in New York City is unmatched in the State or the nation. More than 136,000 students are enrolled in occupational courses in business, architecture, electronics, fashion, communications, health services, law and finance, tourism, the arts, and a multitude of other vocations. Access to these programs, however, has been limited due to language barriers.

New York City has mounted programs directed at improving access to vocational programs for limited English proficient students. Approximately 3,800 students from Spanish, Chinese, Haitian/Creole, and Korean language backgrounds are enrolled in vocational specialties. The instructional areas cover 15 vocations, including commercial art, graphics, drafting, refrigeration, and food services.

WE PROPOSE TO intensify this effort by hiring 40 bilingual paraprofessionals to create more vocational opportunities for LEP students.

Multilingual and Multicultural Programs

English-language mastery is essential to success in our society. At the same time, foreign-language skills have become increasingly important. New York City is an international hub in an era of expanding global markets. As markets open and opportunities unfold, our citizens must be prepared to communicate in languages other than English. A goal has been set for every entering kindergarten student to attain fluency in at least one language in addition to English before graduation.

Improved language skills are essential for better student performance. Of equal importance to students and educators alike is an understanding and appreciation of the multicultural society in which we live. Recent group conflicts and resulting tensions in New York City have underscored the need for such understanding. Therefore, a top priority must be to provide our children with an education that equips them to function effectively in a culturally diverse world.

To accomplish this goal, the Board of Education has initiated programs to promote inter-group harmony. We strongly believe that such efforts should not be limited to crisis intervention. A multicultural education pilot program is being implemented in 15 community school districts and high schools. Each district and high school designed its program with a range of innovative activities to address local needs. Program components include: staff training; parent involvement; conflict resolution; curriculum development; and dissemination and evaluation of effective classroom teaching techniques. The Chancellor committed $900,000 to initiate this program.

WE PROPOSE TO expand the multicultural program over a two-year period. In 1989-90, we will expand the program to nine additional community school districts and to all five high school regions.

Parent Involvement

Schools' most important partners are the parents of their students. The Board of Education has recently organized an Office of Parent Involvement whose role will be to promote opportunities for all parents to support their children's schooling. Parents of entering students must be welcomed at the school door and offered appropriate information about their rights and responsibilities.

WE PROPOSE a parent-involvement support package that will be made available to all schools. The package includes a Parent Involvement Coordinator in each community school district and high school borough office; a parent resource center in each borough; publication of a parent handbook and parent newsletter; a hotline for parent-education information; and leadership training for parent-association presidents.

To provide essential parent-education, referral, and school-service information to new parents, a "birthgram" welcoming packet will be distributed in cooperation with the Health and Hospital Corporation, other City agencies, private hospitals, and Bank Street College.

School Volunteer Program. The School Volunteer Program recruits, trains, and supports volunteers who work in schools. Most of these volunteers are parents of public school children. The program carries out on a daily basis an important dimension of parental involvement.

WE PROPOSE TO increase support for the School Volunteer Program to allow it to operate at full capacity.

Health Care and Health Education

Today's young people face an array of serious but preventable problems. The incidence of drug use, early pregnancy, and sexually transmitted diseases among adolescents are rising. Teenage students in private schools in New York City and in suburban and upstate public schools can turn to a variety of medical practitioners. Many adolescents in New York City public schools do not have that option.

Health Care

Children who grow up in poverty have greater health needs. But too many have inadequate access to basic health services. Because poor children seldom receive preventive examinations or early medical treatment, their illnesses often become more serious.

Health care must be provided by trained medical providers to students attending schools in high-need areas. In addition, students in *all* city schools must receive health education and counseling in order to better understand health risks, recognize symptoms, and make informed decisions about treatment. Moreover, all schools need supplementary health services like health education, first aid, and record review.

Health-Care Units. Middle and high schools in New York City have health resource coordinators (HRCs) instead of school nurses. HRCs, who are employed by the Department of Health, provide no direct health-care services, focusing instead on health education, counseling, and referrals to hospitals and clinics.

A program that depends on referrals for primary care is only viable in those neighborhoods with adequate and accessible health services. In many communities, a referral simply means no service.

One effective means of providing primary care to students is to use school-based health clinics. Through the State Health Demonstration Program and private foundation grants, 59 school health clinics operate in the public schools. No City funds are currently invested in this effort.

A 1987 evaluation of the program conducted by Welfare Research Inc. was very encouraging. Twenty-seven

hospitals have expressed interest in locating clinics on site. The New York City Department of Health will propose an expansion of the health-clinic program to 20 additional sites (middle and high schools) in its FY 1990 budget request.

WE PROPOSE TO support the Department of Health request for additional clinics. These clinics are scheduled to open in February 1990 if funding is approved. Funding for one health aide per site will be needed. Costs for site renovation will be included in our Capital Budget Request.

WE RECOMMEND THAT school-based health care units be established in high-need schools without full clinic facilities. These health-care units should be staffed by mid-level health practitioners and supervised by medical doctors, and be supported by the Department of Health.

Health Aides. A qualified health aide is needed in each school to handle accidents, emergencies, immunization compliance, and minor injuries and illnesses; to administer routine screening tests; and to maintain health-related records.

New York State mandates that all young people receive full medical and dental examinations at regular intervals in their schooling. Yet most elementary and middle schools do not have any one person who is consistently present to offer first aid, read health records, and follow up on the findings of physical exams.

A health-aide program piloted in three school districts in New York City was expanded in a limited way in FY 1986 by assigning one health aide to work in each of the other 29 school districts. At least one health aide is also assigned to each high school.

WE PROPOSE TO implement a four-year phase-in plan to hire a health aide for each of the 769 elementary and middle schools where this service is not currently provided.

Health Education

Comprehensive health education must be provided in every school. Students must be informed of responsible health practices and alerted to the dangers of certain choices and habits. Health education should be integrated throughout the curriculum to help students become knowledgeable consumers of health care.

Family Living/Sex Education/ Growing Healthy. In 1985, the Board began a three-year pilot staff-development program to introduce a revised Family Living/Sex Education curriculum for K-12 and a new Growing Healthy curriculum to provide comprehensive health education for elementary school students. In 1987, after careful evaluation of the pilot, the Board approved a systemwide program to introduce the curriculum into all elementary schools.

Implementation of that plan will be completed by the end of this school year, by which time almost 7,000 teachers and other staff will have been trained in one or the other of these curricula. In addition, about 1,000 parents and community members participate each year in parent-education programs. Feedback from districts, however, indicates a need to train more teachers in each school in the Family Living/Sex Education curriculum, and to extend this training to special education teachers, who previously have not been included.

WE PROPOSE TO extend training in the Family Living/Sex Education curriculum over a two-year period to additional teachers in all schools and to special education teachers, and to continue the introduction of the new Growing Healthy curriculum through the expansion of training to additional general and special education teachers in elementary school.

Comprehensive Health Education for Middle Schools. In 1987, the New York Academy of Medicine initiated the Junior High School Demonstration Project, a pilot comprehensive health education program for New York City intermediate and junior high schools. The goals of the project are:

- Developing an inexpensive, cost-effective model of comprehensive health education in selected intermediate and junior high schools.
- Coordinating the project with all other health education and health-related services in the schools.

Components of this curriculum dealing with teenage health, AIDS, and nutrition are being developed in collaboration with the Centers for Disease Control, the Education Development Center Inc., and Cornell Cooperative Extension—organizations that are considered top authorities on the various issues. The Family Living/Sex Education curriculum is also included in the project.

Teams of teachers and health-related service personnel from each school are trained for four days and attend follow-up sessions. Teacher leaders will be identified to facilitate the linkage between classroom-based health education and the health services in the school.

During the next two years, this privately funded pilot project will design a comprehensive health education curriculum for New York City's middle schools, train teachers and health-service personnel, and monitor and evaluate implementation at approximately 10 sites per year.

WE PROPOSE TO extend the privately funded Academy of Medicine's comprehensive health education project to 10 additional schools in each of the next two years.

AIDS Education. With the help of State funds and a $300,000 grant from the Centers for Disease Control, the Board has developed an educational program to help prevent the spread of AIDS. Staff development is under way for health and physical education teachers and supervisors in grades 7-12, school-based support teams, and special education trainers and supervisors.

WE PROPOSE TO expand the AIDS education pilot program to reach all community school districts and high schools. A small central staff is needed to give technical assistance and help in expanding school-based staff development. In addition, a peer education program will be developed in five middle schools; teachers will be trained to supervise these programs.

Substance-Abuse Prevention

Throughout the City, the battle against drugs is intensifying. In addition to collaborative efforts with the Mayor and the City Council, Chancellor Green established a Task Force on Substance Abuse Prevention in September 1988 to develop a comprehensive strategy for the school system. The Task Force developed guidelines for a Citywide initiative to reach every child in the school system. Its plan calls for a broad range of instruction, counseling, staff development, and parent education; activities to build self-esteem, increase awareness and knowledge about harmful substances; augment understanding about choices; and enhance the ability to resist peer pressure.

In late 1988, the Task Force issued minimum outcomes for drug education which will be mandated throughout the school system. Each child must reach a specified standard of knowledge appropriate to age and grade level.

Key service gaps still exist. In order to meet the Chancellor's mandate that drug services be provided to every child in the system, the following areas still must be addressed:

- Implementation of a K-3 curriculum.
- Peer intervention techniques for grades 4-8.
- Development of an intensive drug education curriculum for all entering high school students.
- Linkages with community organizations providing peer-leadership and counseling programs.

Parts of this plan will be carried out through peer-leadership activities, like the Shepherd's program; and through the Growing Healthy and the Family Living/Sex Education programs described elsewhere in this Request.

Total funding for this program now amounts to over $28 million, including $2 million which the Board added in FY 1989. As a result of this funding, nearly every high school has a substance-abuse counselor. The community school districts have targeted the majority of their resources for the middle schools, most of which now have substance-abuse counselors as well.

More must be done. Special education students, perhaps our most vulnerable population, receive virtually no services. Student-to-counselor ratios in the high schools are also too high. At the district level, the resources available are insufficient to provide adequate attention to elementary schools.

WE PROPOSE TO extend the substance-abuse program to Citywide special education students and to expand services in the high schools and the community school districts. Increased funding totaling $10 million is needed to insure that every student is reached by this program. We plan to expand this program over a three-year period.

Support Services For At-Risk Populations

Dropout Prevention Programs

Reducing the number of dropouts from the school system is a crucial

issue facing the Board. Our intensified efforts since 1984-85 to support and retain students at risk of dropping out have had mixed success. Overall, the dropout rate declined slightly for the third year in a row—the four-year estimated rate among students 14 years and older was 29.2 percent in 1986-87, compared to 30.7 percent for 1985-86, a decrease of 1.5 percentage points.

Much has been learned over the past four years. Evaluations of our intensive dropout-prevention initiative indicate the need to redesign those programs. The *Final Report of the Middle School Dropout Prevention Programs*, issued in October 1988 by Teachers College, recommends that those programs be reshaped, with each school taking charge of its own program and reconsidering how this initiative fits into the school organization. The report also points to the need to strengthen internal communication, and stresses the effectiveness of counseling, particularly group guidance.

The *Annual Dropout Report 1986-87*, the first to include ethnic and racial data, indicates that a disproportionately large percentage of the students who drop out are Hispanic.

The reports' recommendations support the changes we have initiated: dropout prevention programs have been redesigned to be operated by school-based teams rather than by central officials; Attendance Improvement/Dropout Prevention (AIDP) monitors have been moved to the field to reinforce local initiatives; school-based planning to trigger school restructuring has been encouraged; and a pilot elementary school dropout-prevention program has been initiated. These efforts will help bring about improvements in local schools that will benefit students at risk of dropping out.

Elementary School Dropout-Prevention Programs. Dropout-prevention programs have focused mostly on the middle and high school levels. By then, however, much of the effort must go to recovery and retention of students rather than to preventing the conditions that lead to failure.

In 1988-89, we have increased the number of elementary schools participating in the AIDP program from 10 to 39. The bottom quartile of elementary schools has an annual attendance rate below 87 percent. This is an unacceptably low level.

WE PROPOSE TO add 9 additional elementary schools next year to the AIDP program. Schools with low attendance rates will be selected.

Project ESCUELA. Recommended by the Working Group on Latino Educational Opportunity, Project ESCUELA integrates bilingual and dropout-prevention services to provide early intervention to large concentrations of at-risk elementary level Hispanic youngsters. The program model combines staff development, multicultural enrichment, after-school activities, parent and community involvement, and a host of other pupil- and family-support services. Project ESCUELA was launched on a pilot basis in three elementary schools in fall 1988.

WE PROPOSE TO extend Project ESCUELA to three more schools in 1989-90.

Project AWARE. Developed by ASPIRA of New York in conjunction with staff at Morris High School in the Bronx, Project AWARE combines pupil-personnel services with parent and community involvement. The project provides ninth graders with a program that includes career exploration, individual and group counseling, family assistance, peer tutoring, and youth-leadership development.

This Morris High School model was initiated at three more high schools in December 1988.

WE PROPOSE TO fund Project AWARE on a year-round basis in 1989-90.

Students in Temporary Housing

Currently there are 6,000 school-age students living in temporary housing. The attendance of each student is tracked and monitored by the Central Office Hotel Unit. This past fall, as part of the reduction of central office personnel, many of the headquarters staff who work with students in temporary housing were transferred to community school districts. By mid-winter, when the reassignments are completed, over 100 headquarters staff will have moved to the field. This transfer will link resources directly to the districts and schools, enhance delivery of services, and enrich educational programs.

At the present time, it is the responsibility of each district to fully coordinate appropriate educational and support services for students residing in temporary housing only when the students attend the district's schools. By January 1989, districts will have the responsibility for coordinating these services for all students and families living in temporary housing located in their district regardless of where the students attend school. Districts will be responsible for programs to address the following: improvement of student attendance and achievement; linkage among district/school staff, parents, and hotel/shelter personnel; and continuity of pupil educational experiences.

WE PLAN TO expand our efforts on behalf of students living in temporary housing by reallocating central resources. We will increase supplementary school services and parent-involvement programs in all districts (they are now limited to three districts); after-school remedial tutorial and/or enrichment programs; individual and/or group guidance services; and homework assistance.

Services for Students Moving to Permanent Housing. The City has made a commitment to move families out of welfare hotels by 1990. Families will be relocated into permanent housing facilities administered by the Housing Authority, the Department of Housing Preservation and Development (HPD), or Tier II shelters. The Martinique Hotel, the largest hotel now serving as a temporary residence, is scheduled to be closed. There are 433 families living in the hotel, with approximately 800 school-age children. A Human Resources Administration and Board of Education interagency task force has planned support services for these students and their families to insure a smooth transition into their new neighborhoods and schools. Outreach teams are being organized in each district to meet with these families following their arrival at their new homes. Each family will receive an information packet describing the schools and other services available in the community school district. Social and educational support will be provided to families and students for one full year following relocation.

WE PROPOSE TO ease the transition of families moving into permanent housing by providing family workers, at a ratio of 1 worker to 25 families, in addition to current staff, and to provide transportation for students who elect to return to a previous school. A staff development program to prepare principals, teachers, guidance counselors, and paraprofessionals to meet the special needs of this highly mobile population will be initiated. A program also will be initiated to involve parents of these high-risk students in their children's academic success.

A plan is now being prepared to reassign staff currently working with families in large hotels to provide transitional services.

High School Students Living in Temporary Housing. Six hundred high school students now live in temporary shelters. They are in serious jeopardy of dropping out. At present, two on-site learning centers are in place.

WE PROPOSE TO establish on-site learning centers in the remaining hotels housing the largest adolescent populations. Each center will have two full-time teachers, one paraprofessional, a neighborhood worker, and a social worker to provide remediation, accredited courses, mental-health services, and parent education.

Teenage Pregnancy Prevention and Parenting Services

Every year in New York City, 35,000 women 19 years of age or younger become pregnant. Of these, over 13,000 give birth. It is estimated that nearly 50 percent of the young women who drop out of New York City schools do so for pregnancy-related reasons. Research indicates that teen pregnancy and childbearing often are associated with unemployment and welfare dependency, as well as dropping out.

Nearly 85 percent of families headed by teenage mothers live in poverty. Their offspring constitute approximately one-sixth of the entering kindergarten or first grade. These children will inherit the economic and social disadvantages that handicapped their parents unless we can create educational opportunities for both parents and children.

The Board of Education has developed education and support services for pregnant and parenting teens. There are now five Regional Schools for Pregnant Girls serving

nearly 2,000 teens before they give birth and for a short transitional period afterwards. The schools offer educational services and appropriate social-service referrals.

Expansion of the LYFE Program. Since 1980, the school system has operated infant and toddler daycare facilities inside high schools to permit parents to continue their education. The Living for the Young Family through Education (LYFE) program has expanded to 20 sites, with a capacity to serve 400 children and their parents.

The difference between 13,000 teenage births and 400 daycare slots indicates a large gap in service. A working group composed of education advocates and Board of Education staff are developing specific program recommendations to fill this gap. We will be supplementing this request with proposals based on the findings of the group. In the interim, we are putting forth several proposals that deserve support.

We are eager to expand the LYFE program to more schools. We are equally concerned that the programs focus on the developmental needs of the children as well as the social and educational needs of their parents.

WE PROPOSE TO • open new daycare facilities in the high schools being proposed for redesign (see School Renewal in the section on High Schools); • open five additional community-based facilities located near participating high schools; • extend the hours until 5 pm at five LYFE sites to enable teenage parents to take advantage of afternoon instructional programs.

The educational services offered by existing LYFE centers vary because each center develops its own curriculum.

WE PROPOSE TO develop a core curriculum that can be adapted to the needs of each LYFE center site. This core curriculum will be supported by a staff-development program to help create a more stimulating environment for young children.

Chancellor's Regulation A-740 requires that schools designate a liaison for teenage-pregnancy services. In practice, that responsibility is not coordinated within schools, so that individuals in need often must fend for themselves.

WE PROPOSE TO hire five social workers to serve as liaisons in 30 high need high schools. The responsibility of these social workers will be to link internal and external social services with adolescents seeking help.

Between 1980 and 1985, the pregnancy rate for girls under 15 increased sharply. In 1986, 277 babies were born to youngsters in this age group. The problems associated with teenage pregnancy cannot be addressed at the high school level only; there must be programs for middle schools as well.

WE PROPOSE TO work with community school districts to open LYFE centers in three middle schools.

Project Return—Elementary School Young Family Initiative. The number of young mothers ages 18-21 with school-age youngsters has grown to nearly 10,000 over the past several years. Many have dropped out of school and never returned. As the number of younger parents increases, the need for new educational models to serve teens and their offspring grows. The passage of the Federal Welfare Reform Act of 1988 has also created a need for more educational and training options for young mothers with children over three years of age.

WE PROPOSE TO establish a young family elementary school alternative program. We will start with a group of 100 young mothers who will attend the alternative-education program at the same time that their children enroll in prekindergarten or kindergarten classes. The program for young mothers will emphasize educational options related to vocational/occupational skills and linked to work experience. Prekindergarten and kindergarten programs will stress parent involve-

ment and parent education. Based on this pilot project, LYFE centers will be planned for additional sites in 1990-91.

Child-Abuse Intervention

A new Child Abuse and Neglect Intervention Program has been initiated during school year 1988-89. It implements recommendations made by the Inspector General and the Chancellor's Advisory Committee on Child Abuse and Neglect. The program targets all community school districts, high school boroughs, and Citywide special education programs. The goal is to support schools and staff in responding to child-abuse cases. Early identification and reporting of suspected abuse is critical to prevention.

WE PROPOSE TO expand the Child Abuse and Neglect Intervention Program by strengthening school-based staff-development efforts, launching a training program for parents, linking schools to community organization service providers, and expanding guidance services to students at risk.

Other Support Programs: Innovative Programs

Chancellor's Shepherd's Program

The Shepherd's Program was initiated in December 1988 to give middle school students leadership responsibilities in their schools and communities. The program focuses on peer influence and communication skills that develop leadership. Students participate in a range of school-improvement and extracurricular activities.

The program was initially funded by the Samuel and May Rudin Foundation. It operates in one middle school in each community school district and in a Citywide special education site. This private funding is not renewable.

WE PROPOSE TO institutionalize the Shepherd's Program in each of the 32 Community school districts and in all special education schools, where appropriate, over a four-year period. For 1990, the program in the 33 middle schools and 1 special education site will be continued and 2 special education sites will be added. In subsequent years, 40 middle schools will be added annually until all middle schools are served by the program.

After-School Programs

After-school programs are a top priority of many community school districts. These districts have repeatedly asked for both tutorial and recreational activities to complement and support their school-day programs. After-school programs benefit parents, especially those in single-parent households, and offer students enrichment, remediation, and recreation. Many districts use these programs to serve their larger goals—promoting achievement and reducing the dropout rate.

WE PROPOSE TO expand after-school programs administered by the districts and the central Board by providing an additional $2 million for tutorial and recreational activities.

Access and Equity for Young Women

Not only must the public school promote involvement and support on behalf of parents, it must treat its students equitably.

Women face a disproportionate share of problems while they are in school and after they leave school:

- 65 percent of poor families in New York State are headed by single mothers;
- 75 percent of all minimum wage earners in the State are women;
- Female students make up only 12 percent of the enrollment in the City's ten vocational-technical high schools, which offer training in traditionally male, higher-paying occupations.

WE PROPOSE TO establish a comprehensive program to promote access and equity for women, as proposed by the Chancellor's Task Force on Sex Equity. Equal access centers will be established over a period of two years in each community school district and high school region, and each will be staffed with a coordinator responsible for carrying out the program. This coordinator will conduct needs assessments, provide staff development, parent awareness training, and career education. The centers also will promote non-traditional occupational options for women, and special programs such as driver education and fitness training.

Student Information System

We have embarked on a major project to link New York City schools to a unified computer network. Our objective is to provide schools with basic student and school performance data. By connecting schools to each other and to central offices, we will automate many of the manual tasks that now take time away from educational programs. Collection of data on attendance, grades, test scores, promotions, class scheduling, transportation, meal eligibility, admissions, discharges, transfers, payroll, and the multitude of other management requirements should become far less burdensome for professional staff. Within the framework of a common computer information system, information flowing into the Board will become more consistent and reliable as a basis for judgment and action.

The development of the network is being funded this year by a $6 million State grant that is matched with Capital Budget appropriations.

WE PLAN TO continue developing and installing the student information system. The plan is being funded equally by both the City's Capital Budget and the State.

Staff Resources: Recruitment And Development

Good teaching makes good schools. Every part of the educational system— buildings, services, supplies, management—exists to facilitate and improve the exchange between teachers and students. If we wish to restore the City's public schools, we must fully develop and properly use their most valuable asset: their staff.

From Hiring to Retiring, the report of the Task Force on Professionalism, outlines a comprehensive set of recommendations for reforming recruitment, induction, and professional development of teachers and administrators. Recently issued recommendations of the Chancellor's Working Group on Latino Education Opportunity reinforce the conclusions of the Task Force report and set out specific proposals to strengthen bilingual staff recruitment and retention.

The proposals put forth in this Budget Request, which are based on the recommendations of these two blue-ribbon panels, fall into three broad categories: recruitment, staff support, and professional development.

Recruitment

No issue facing the Board is more important than the need to attract and retain qualified teachers, administrators, and support staff over the next decade.

The dimensions of the problem are illustrated by the following:

- Teacher shortages exist in many areas, including such critical ones as bilingual education, special education, mathematics and science, guidance, all trade and technical subjects, and many foreign languages.
- Nearly forty percent of our teachers will be eligible for retirement during the next six years.
- In some schools, often in the poorest communities, full-time substitutes and teachers with temporary per-diem licenses constitute as much as 70 percent of the teaching force. Many other staff are teaching out-of-license.
- In 1987-88, only 28 percent of our teachers were minority-group members, compared with 80 percent of our students.

As a result of the fiscal crisis, the City learned many lessons. One of these was the shortsightedness of wholesale reductions in school staff. In 1975, 14,000 teachers lost their jobs. This was followed by a long period of inadequate funding. The initiatives and proposals outlined below will begin to address the most serious aspects of the problem.

Figure 16

Staff Resources: Recruitment And Development

INITIATIVES	CATEGORY COST	PROGRAM COST
RECRUITMENT	**$ 11,408,394**	
Strategic Planning		(Private Funding)
Marketing & Outreach		$ 431,107
Targeted Recruiting Efforts		
• High School for Teaching		(See Figure 13 for $)
• Teacher's Assistant Program (TAP) for Industrial Arts		2,450,776
• Substitute Vocational Assistant (SVA) Program		4,058,779
• Paraprofessional Advancement Programs		
— Career Ladder Program for Paraprofessionals		275,301
— Accelerated Credit for Paraprofessionals		632,204
• Guidance Assistant Program (GAP)		3,309,587
• Loan Forgiveness Scholarship Program		(To Be Determined)
• Relocation Assistance for Out-of-Town Candidates		250,640
STAFF SUPPORT	**$ 3,359,277**	
Teacher Mentor Program		(See "Mandatory Increases")
Peer Intervention Program		$ 1,016,111
Supervisory Support Program		318,500
Alcohol and Drug Abuse		
• Alcohol and Drug Abuse Testing		475,000
• Employee Counseling Service		549,666
New Teacher Orientation		1,000,000
Employee Information System		(To Be Determined by RFP)
• Comprehensive Resume/Data Bank		
STAFF DEVELOPMENT	**$ 2,771,168**	
Professional Development Labs (PDL) (Schenley Model)		(See "Corridor Schools")
M-TACs		(No Cost in FY 1990)
Tuition for Out-of-License Teachers		(To Be Determined)
Leadership Intern Programs		
• AP Leadership Intern Program		$ 1,200,000
• Principal's Institute		400,000
Supercenters		750,000
School District Oversight and Technical Assistance		
• Community School Board Training		221,168
• Early Warning Intervention Teams		200,000
• Business Training Institute		(To Be Determined)
OSHA/Employee Training		(See "Mandatory Increases")
TOTAL	**$ 17,538,839**	

Strategic Planning and Needs Analysis

We must insure that our information about current and prospective staff is as accurate and up-to-date as possible. We plan to seek corporate assistance to build a strategic-planning capability. One immediate project will be to devise a system to make annual staff surveys of teachers who leave the school system, of new applicants for teacher positions, and of new teachers. Surveys like these are crucial to understanding issues regarding recruitment and retention.

Marketing and Outreach

An intensive marketing and outreach effort is necessary to attract new teachers and other staff to our schools.

With the assistance of the New York City Partnership's Education Committee, we are developing a comprehensive recruitment plan.

WE PROPOSE TO implement a marketing program that will include updating and preparing new recruitment publications; expanding newspaper, trade-journal, and public-space advertising; offering full-day recruitment sessions at sites throughout the City; strengthening liaisons with local colleges and universities, deans of education, and directors of teacher placement; and meeting with community groups to recruit bilingual teachers.

Targeted Recruiting Efforts

Both current and projected staff shortages are more severe in some fields than in others. As a result, the system must supplement its general recruitment strategies by targeting specific audiences.

High School for Teaching. WE PROPOSE TO open the High School for Teaching, the first of its kind in the United States, in the winter of 1989. The school's main purpose will be to steer high school students towards careers in teaching and entry into college. This is another strategy in an effort to offset teacher shortages and help with minority recruitment. Particular emphasis will be given to training in high-priority areas such as bilingual, early childhood and special education. The first class is expected to enroll 200 students. The cost for this initiative is included in the section on "High Schools."

Teacher's Assistant Program for Industrial Arts and Home Economics. The Teacher's Assistant Program for Industrial Arts and Home Economics (TAP) is a collaborative effort of the Board of Education, the City University of New York, the United Federation of Teachers, and the Council of Supervisors and Administrators. The program addresses the current and projected shortages of qualified industrial arts and home economics teachers. Teacher's assistants participate in a two-year work-study program that includes both classroom experience under the supervision of teacher-mentors, and college coursework.

Participants are eligible for the regular teacher's license examination at the end of two years. In June 1988, 23 teacher's assistants completed the program. Fifty-seven assistants are enrolled in the program in 1988-89.

WE PROPOSE TO increase our TAP efforts in 1989-90 to serve 85 teacher's assistants. Additional funds are required for the participants' stipends, their tuition costs, and for payments for the staff serving as mentors.

Substitute Vocational Assistant Program. The Substitute Vocational Assistant (SVA) Program recruits vocational high school graduates who want to become teachers. It supplements their college work with on-the-job-training and teaching experience in the high schools. The five-and-one-half-year program is aimed at correcting one of the system's worst staffing shortages, that of vocational teachers. In June 1989, the program will graduate its first class of 14 potential teachers.

WE PROPOSE TO continue the Substitute Vocational Assistant Program. We intend to enroll a new class of 25 students in 1989-90, bringing the annual total in the program to 125.

Paraprofessional Advancement Programs. There is a shortage of bilingual professionals and qualified teachers in specialized areas. One way to alleviate this problem is to recruit paraprofessionals to be teachers. These individuals, many of whom are minority-group members, usually live in the communities where they work. Their experience and interest in children would lead many of them into teaching if they were given adequate support and encouragement. While the Board currently has a program to subsidize college tuition costs through a career ladder program, there is no capability to provide paraprofessional career guidance and support.

Career Ladder Program for Paraprofessionals. WE PROPOSE TO establish a support services office that will help paraprofessionals become licensed teachers. This office will provide career counseling; advise paraprofessionals about the special opportunities available in bilingual and other shortage areas; provide them with information on the credits necessary to earn baccalaureate and master's degrees and to obtain teaching licenses; and work with college personnel, school administrators, and others to assist paraprofessionals in reaching their goals.

Accelerated Credit Accumulation for Paraprofessionals. WE ALSO PROPOSE TO increase from six to nine the number of educational credits per semester that the Board will subsidize for shortage areas, so that highly motivated paraprofessionals can proceed at a faster pace. Included in this request are funds to replace paraprofessionals when they are engaged in training.

Guidance Assistant Program (GAP). One means of addressing the shortages of qualified guidance counselors is to encourage staff within the system to gain the required expertise. In February 1989 we are beginning a Guidance Assistant Program (GAP) with 38 bilingual teacher-participants. The workload of each participant will be reduced by 20 percent in order to work with a sponsoring guidance counselor. GAP enrollees also attend local colleges to achieve State certification.

WE PROPOSE TO expand the Guidance Assistant Program to serve additional enrollees.

Loan Forgiveness Scholarship Program. In order to attract bilingual/bicultural teachers and clinicians to help fill the shortages in these areas, the Board will begin a Loan Forgiveness Scholarship Program this year. To qualify for this program candidates must contract to serve in these shortage areas for a fixed period.

WE PROPOSE TO expand the Loan Forgiveness Scholarship Program to other shortage licensed positions, including industrial arts, mathematics, and science teachers as well as psychologists and speech pathologists.

Relocation Assistance for Out-of-Town Candidates. Attracting candidates for shortage areas is very difficult, especially when those candidates come from outside the New York metropolitan area. We are attempting to strengthen our recruitment efforts by providing a number of support services, which are outlined below.

The scarcity and high cost of housing in the New York metropolitan area is one factor discouraging many highly qualified candidates for teaching and staff positions. Following the suggestions of the Working Group on Latino Educational Opportunity, one relocation specialist has been hired by the Bureau of Bilingual Recruitment to assist in locating both temporary and permanent housing for out-of-state recruits and their families, especially those from the Commonwealth of Puerto Rico. Assistance will also be offered in finding employment for family members, granting salary advances for recruits, and assisting in public school placements for the children of recruits.

WE PROPOSE TO expand these services in an effort to help out-of-town candidates find affordable housing in order to recruit larger numbers of qualified teachers and staff.

Staff Support

The Task Force on Professionalism pointed out, "For many people, the first year of teaching is one of the most traumatic experiences of their work lives. Researchers have estimated that 40 to 50 percent of all beginning teachers leave in the first three years." Enhancing the professional growth of teachers is a prerequisite to improving education. While teachers and other school staff must continually rededicate themselves to their students' success, we must show commitment to the success of our staff by providing opportunities for their professional development and by promoting an environment that supports their efforts.

Teacher Mentor Program for New Uncertified Teachers

In 1988-89, over 3,000 new teachers who lack State certification must be paired with experienced mentors to help them during their first year of employment. The assignment of mentors is required by the State as a condition of employment for these new teachers. This support is in marked contrast to past practice that, at best, provided improvised assistance to new teachers and, at worst, left them entirely on their own. Mentors and interns work together to plan lessons, review instructional strategies, and observe each other in their classrooms.

WE PROPOSE TO continue the Teacher Mentor program. To do so will necessitate hiring additional teachers to compensate for released time provided to mentors and interns for consultation. Permanent funding to maintain this program is not in place. Because this program is mandated by the State, we have included the cost under "Mandatory Increases."

Peer Intervention Program

Teachers who receive an unsatisfactory rating or a formal warning concerning unsatisfactory performance can request assistance on a confidential basis through the new Peer Intervention Program. As of November 1988, this innovative program, which is provided for in the recent UFT/BOE teacher contract, received requests for help from over 90 teachers. We currently have resources to service only 42 teachers at any one time.

WE PROPOSE TO double the size of the Peer Intervention Program.

Supervisory Support Program

WE ALSO PROPOSE TO initiate a supervisory support program in which supervisors having problems performing at their optimal level can formally request advice, support, and assistance from their fellow supervisors. This program is similar to the Peer Intervention Program for teachers and is part of the latest Board of Education/Council of Supervisors and Administrators contract.

Alcohol and Drug Abuse

Alcohol and drug abuse is one of the most serious health and safety problems in the United States. In public education, substance abuse raises special concerns because it has a potentially adverse effect on the safety and education of the children, and on those who serve in our schools and offices. Our goal must be to insure that schools and other workplaces are free of alcohol and drug abuse. A plan to realize that goal should include a drug testing program and counseling services for employees.

Alcohol and Drug Abuse Testing. WE PROPOSE TO implement an alcohol and drug testing program for Board of Education employees and officials when reasonable suspicion of abuse is evidenced.

Employee Counseling Service. WE PROPOSE TO expand the Employee Counseling Service, which was established in 1981, to create an alcohol and drug counseling program. Additional staff will enable the Board to help more employees whose job performance is affected as a result of such abuse. The service now has only five professional staff to serve the more than 100,000 school-system employees.

New Teacher Orientation

During the last two weeks of August, nearly 5,400 new teachers participated in the first phase of a comprehensive professional-development program, as compared to 1,200 teachers last year. The scope, intensity, and organization of this training were unprecedented. The permanent funding available is

only sufficient for the number of teachers in 1987.

WE PROPOSE TO obtain funding to provide professional development and orientation for all new teachers.

Employee Information System

Our current payroll and personnel processing systems can no longer respond to our needs, nor to the standards required by the City's Personnel Management System (PMS). As new demands continue to arise, we face an increasing risk that our current system will overload.

We have solicited proposals and currently are evaluating bids to develop a new Employee Information System (EIS) that will combine all Board of Education payrolls (except the Custodial payroll), and will perform other related functions such as vacancy processing, timekeeping, applicant processing, and employee histories. Completion of the EIS is essential for the Board to maintain integration of payroll and personnel systems into the City PMS, and to improve efficiency and controls in processing transactions for its 100,000 employees.

Comprehensive Resume/Talent Bank. We will implement a comprehensive Resume/Talent Bank as part of the Employee Information System (EIS) now in planning. The Resume/Talent Bank will help us identify Board staff, especially women and minorities, who are qualified for assignment and promotion in the school system. This new data bank will maintain employee profile data sheets in a computerized information system. Available to all central headquarters offices and community school districts, this system will allow users to identify potential candidates with specialized skills and knowledge, such as fluency in a second language, musical or artistic specialization, business experience, or achievement of specialized degrees.

Staff Development

Once teachers and other staff have been hired, it is imperative—for purposes both of professionalism and of staff retention—that they have continuing opportunities for growth and career advancement. A number of proposals address these concerns.

Professional Development Laboratory (PDL) Schools (Schenley Model)

The Schenley High School and Brookdale Elementary School Teacher Centers in Pittsburgh provide a nationally acclaimed staff-development model. We plan to pilot Professional Development Laboratory (PDL) Schools through the Chancellor's Corridor School Project. Local schools will be encouraged to develop PDL programs, with the accompanying staff-development services shared by neighboring districts.

In Pittsburgh, teachers from schools throughout the city spend several weeks at the center to improve their teaching skills while working in actual classroom settings. One of the most important aspects of the Schenley program is the use of specially trained "replacement" teachers who cover the classes of visiting teachers-in-training, thus ensuring the quality and continuity of education of the trainees' students. Participating teachers receive six to eight weeks of concentrated staff training and clinical experience from specially trained mentors at the lab school. We are planning to adapt this model to the needs in New York City.

This model can provide an excellent option for staff development. PDL schools may serve other purposes, including:

- Providing an alternate means of mentoring uncertified teachers.
- Providing the required three days of staff development for new teachers (three days during the first school year and three days during the second summer).
- Furnishing a formal setting for mandated staff development in specific topics, such as child abuse, AIDS, Family Living/Sex Education, and multicultural curricula.
- Training teachers in the use of counseling and guidance-related techniques with special needs children, i.e., those with limited English proficiency, those who participate in special education programs or who have recently been mainstreamed, and those who live in temporary housing.
- Helping to revitalize hard-to-staff schools by providing a magnet to attract experienced and enthusiastic teachers.

WE PLAN TO pilot the Professional Development and Laboratory Schools through the Chancellor's Corridor School Project.

Multi-Disciplinary Technical Assistance Centers (M-TACs)

The Board now operates Technical Assistance Centers (TACs) throughout the City for science, mathematics, and computer technology. These centers, operating in independent locations, provide staff development, conduct workshops, develop curricula, and run resource centers in their area of expertise. More than 7,000 teachers and supervisors use the centers each year.

Bringing the different specialties together in a single facility within each borough would be a more efficient and effective way of

providing services. This arrangement will provide a framework for developing resource specialties in other curriculum areas (e.g., social studies, bilingual, early childhood).

WE INTEND TO carry out the planning in FY 1990 in order to open Multi-Disciplinary Technical Assistance Centers (M-TACs) in September 1990. Eventually M-TACs will be opened in each of the other boroughs. Part of the staffing for these expanded resource centers will come from reassignment of central personnel. We will seek funds in 1990-91 for coordination, clerical support, and OTPS to start up the centers.

Tuition for Out-of-License Teachers

The Regents have mandated that out-of-license teachers take courses to obtain the appropriate license.

WE PROPOSE TO pay the tuition costs of these teachers, as required by the Commissioner's Regulations.

Leadership Intern Programs

A Leadership Intern Program was begun to help promising teachers become school administrators. Program recruitment targeted minority-group members and women. Fifty-eight teachers from 12 districts, in all five boroughs, are enrolled during this first year of the program.

Assistant Principal Leadership Intern Program. WE PROPOSE TO double the Leadership Intern Program by recruiting 60 more promising staff members. The cost of the program covers tuition for supervisory course credits and replacement teachers.

Principal's Institute. WE ALSO PROPOSE TO develop a Principal's Institute at Bank Street College. This intensive program will operate both during the school year and the summer. It will provide actual school experience and leadership training, and will accelerate course work leading to supervisory credentials.

Supercenters

Assistant principals (APs) serve a crucial role in providing support for instruction and in maintaining order in schools. Furthermore, they are the primary pool from which future principals are recruited. Until recently, APs had little opportunity to participate in any form of staff-development activity.

The Supercenter, a collaborative program sponsored by the Board, the City University of New York (CUNY), and the Council of Supervisors and Administrators (CSA), was launched two years ago to provide APs from the City's elementary and middle schools with training and support in administration.

In 1988, 150 assistant principals representing every school district were involved in Supercenter workshops, retreats, and joint visits to assistant principals at other schools. Of the 150 APs receiving training this year, 80 percent were women and minority-group members who traditionally have been under-represented among our schools' supervisory staff.

WE PROPOSE TO expand Supercenter services to an additional 400 APs in the elementary and middle schools, and 100 APs in high schools. 100 principals will be enrolled in pilot leadership programs. Supercenters will be located in each borough.

School District Oversight and Technical Assistance

Intense scrutiny is now being focused on school district practices and operations. We are committed to strengthening accountability throughout the school system. While we tighten our oversight and monitoring efforts, we must also improve our capacity to provide technical assistance, particularly in the areas of administration and school business affairs.

For example, when turnover occurs, school board members, and the various administrators such as personnel and business managers need orientation about their responsibilities and training in school system procedures and operations.

We also need to develop the capacity to intervene and assist districts when key indicators reveal severe operating problems in the areas of budget, personnel, payroll or expenditures.

We are now developing a comprehensive accountability plan that provides a framework for future action.

We have reorganized central offices in order to consolidate and better coordinate monitoring and staff development. We also have expanded our liaison office that works directly with community school boards.

Community School Board Training

We are committed to the development of higher standards for community school board operations. One method to improve quality is through the provision of expanded training and technical assistance to board members. We will be training all school board members, with a special emphasis on new board members elected in May 1989, in administration, performance evaluation, budget and policy making skills. Every school board member must understand his or her legal and

regulatory responsibilities and the instructional standards we have established for students.

WE PROPOSE TO develop a training program for community board members. We will provide workshops for new board members on topics they need to know to effectively carry out their responsibilities, such as contract procedures. We have taken steps to make training programs available by sponsoring local school board affiliations with the New York State School Boards Association.

Early Warning Intervention Teams. WE PROPOSE TO provide technical assistance to community school district staff on administrative and business matters when patterns of discrepancy and tardy submissions surface.

Business Training Institute. WE PROPOSE TO form a business training institute in order to insure that business and administrative staff hired by community school districts have the minimum skills essential to carry out their responsibilities.

Occupational Health and Safety (OSHA) Training

We are required by State law to establish an ongoing training program on the handling of toxic items, and the hazards associated with toxic items. All employees must receive general training about toxic substances, and selected groups of employees must receive specific training on handling chemicals.

WE PROPOSE TO establish an employee training program as required by Occupational Health and Safety Laws. Because this program is mandated, the costs are shown in the section on "Mandatory Increases."

School Environment

For a good part of the day, our children live in school buildings. At a minimum, these buildings must be structurally sound, in good repair, well maintained, and clean. In order for children to learn properly, schools must also have sufficient space and light and adequate facilities.

The December 1987 Capital Task Force Report stated, "Schools are public institutions that should reflect their vital function, inspire civic pride, and act as a focal point in the community." Yet because of the terrible deterioration caused by decades of neglect, many of our schools are not suitable for learning.

New York City has the largest public school system in the nation. The Board of Education manages over 1,000 buildings that occupy some 105 million square feet. Only the U.S. Postal Service and the Defense Department manage more facilities than the Board. Half of our buildings were built before 1940; 13 were constructed before 1890; there are even 32 non-fireproof structures, all of which are still being used today. The demand to accommodate an ever-broadening range of programs and growing enrollments increases the pressure to restore our facilities.

According to a systemwide survey of the conditions of our public schools conducted by the Capital Task Force, over 80 percent of the school buildings require some kind of capital and/or maintenance repair work. Of the more than 1,000 school facilities, including annexes and mini-schools, more than 300 need to have windows repaired; more than 800 need painting and/or plastering; more than 360 have leaking roofs; more than 470 have cracked or crumbling exterior masonry; and more than 570 have broken toilets, drinking fountains, and other inadequate plumbing.

Figure 17
School Environment

INITIATIVES	PROGRAM COST
Restore the Skilled Trades Corps	
• Funding for New Mechanics (Including SWAT Teams)	$ 21,823,733
• Mechanics' Materials for Current Helpers	1,600,000
• Scorecard	4,449,078
• MAC Bathrooms (OTPS)	498,000
Increase and Improve Contract Work	36,664,724
Expand Painting and Plastering Program	22,000,000
Asbestos Management Plan	(See "Mandatory Increases")
Initiate Building Inventory	1,265,658
Improve Specification Writing	1,774,503
Support New Custodian Maintenance Obligations	4,950,000
Establish Staff Development and Training Programs	871,201
Restoration of Art in School Buildings	518,836
Hire Additional Support Staff	551,468
Create a Project Manager Corps	784,433
Non-Capital Equipment for New Sites	(See "Mandatory Increases")
Air Quality Systems	(Capital)
Leases	1,060,000
Transportation for Rezoned Pupils	(See "Mandatory Increases")
Air Conditioning	(Capital)
Furniture Replacement and Repair in Elementary/Middle Schools	10,300,000
Microcomputer Repairs	1,566,148
TOTAL	**$ 110,677,782**

Overcrowding makes bad conditions worse. At least one-half of the elementary schools and over one-quarter of the middle schools—a total of 450 schools—are extended beyond their capacity. On any given day, children are crammed into closets, bathrooms, and libraries that are used as classrooms. Mini-schools built to temporarily alleviate some of the overcrowding have occupied children's outdoor playgrounds for over a decade. In some schools, overcrowding means scheduling four or five lunch periods each day: lunch starts at 10:15 in the morning and ends at 1:30 in the afternoon because a lunchroom built for only 200 students must accommodate over 1,000.

Figure 18

Capital Construction Summary: FY 1990

DISTRIBUTION OF PROJECTS		PROJECTS BY SCHOOL LEVEL	
Continuing Construction	57	Elementary	97
Continuing in Design	58	Intermediate/Junior High School	22
Design and Construction Starts	0	High School	75
Construction Starts	44	Other (Administrative, Special Education, Educational Parks)	5
Design Starts	24		
Scope Starts	16		
TOTAL	199	TOTAL	199

CATEGORIES OF CAPITAL REQUEST	CATEGORY COST	PROGRAM COST
INSTRUCTIONAL IMPROVEMENT	$130,000,000	
Vocational Improvement/Educational Enhancements		$ 71,000,000
Athletic Fields/Playgrounds		59,000,000
UPGRADING THE ENVIRONMENT	$193,000,000	
Kitchen Upgrading		$ 1,000,000
Modernization Lump Sums (Roofs, Windows, Masonry, etc.)		126,000,000
School Modernization Projects		66,000,000
SPACE ADDITIONS	$469,000,000	
New Buildings		$421,500,000
Continuation of Major Construction Projects		5,500,000
Mini-Schools		30,000,000
Additions		12,000,000
SPECIAL POPULATIONS (Enhancements for Special Education)	$ 15,500,000	
MANAGERIAL IMPROVEMENTS	$ 49,000,000	
Alarms, Telephones, etc.		$ 16,500,000
Administrative Facility Enhancements		32,500,000
MANDATORY IMPROVEMENTS (Air Pollution, Asbestos, Other Health Compliance)	$ 14,000,000	
TOTAL	$870,500,000	

At the very least, overcrowded and deteriorated school buildings pose a threat to children's learning and self-esteem. At worst, these buildings threaten our children's health and safety.

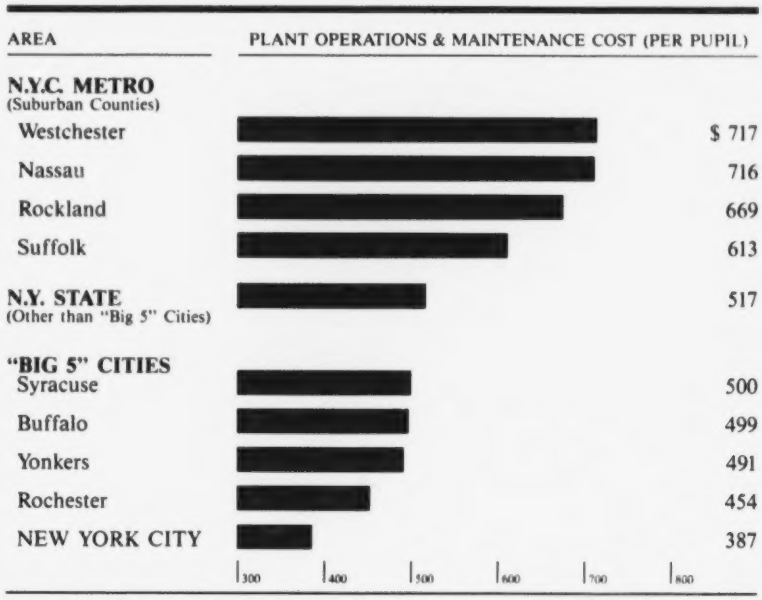
Restoring existing school buildings and constructing new ones more expeditiously are important goals of this administration. These goals were emphasized by the creation of a new Office of School Facilities overseeing the Division of School Buildings (DSB) and reporting directly to the Chancellor. To achieve our goals, we must address two major areas: capital investment and deferred maintenance.

Right now, the Board of Education has a $3 billion capital backlog and faces a maintenance and repair backlog of more than $500 million. The Board-proposed legislation to create the New York City School Construction Authority was enacted in December 1988. This Authority will be able to build and renovate schools more quickly and efficiently than is currently possible. At present, it takes the Board of Education eight to ten years to complete a new school; it is estimated that the new agency will be able to do it in three to five years.

The schools need an estimated capital investment of approximately $7 to $8 billion over the next 10 years to rebuild, modernize, and expand the system. Our Capital Budget for FY 1990 proposed an $870.5 million construction program that will reduce our long-term needs. (See Figure 18.) The Board soon will complete an assessment of capital needs systemwide and will develop its first long-term capital improve-

Figure 19

Plant Operations & Maintenance Cost Per Pupil For 1986-1987 New York City vs. Other New York State Cities & Counties



Source: Bureau of Statistical Services, New York State Education Department, October 1988.

ment plan for the schools based on that assessment. The new Authority is expected to implement this Capital Plan. The full responsibility for building repairs and maintenance remains with the Board of Education.

The quality of building maintenance directly affects the need for capital investment. Without adequate maintenance, many capital improvements in school buildings are both wasteful and futile. Continued deferral of building maintenance will only increase the capital expense of rebuilding schools later.

The $500 million repair backlog exists largely because of severe budget cuts made during the fiscal crisis of the mid-1970s. One of the hardest-hit areas was skilled trades—the mechanics, carpenters, plumbers, painters, roofers, electricians, and others who are the cornerstone of any maintenance operation. At that time, staff was cut from 1,000 to 400; as a result, most routine repairs were deferred. This was the situation for nearly a decade, until the skilled trades corps was increased to 512 in FY 1987, and then to 853 as part of a temporary increase in FY 1989. Unfortunately, 262 of these positions are funded either from non-recurring sources or at the expense of funds originally earmarked for contract work.

This long period of neglect has resulted in a backlog of more than 33,000 repair requests. Current staff cannot begin to meet that demand. When compared to other educational systems or organizations, the DSB's current maintenance staffing levels are grossly inadequate. (See Figure 19.)

The Board of Education's operating budget provides 63 cents per square foot for maintenance. This compares unfavorably with all other large urban school districts. New York City spends the least of the nation's 10 largest urban school districts to maintain its schools, even though it is the largest school district in the country. It spends only one-fourth of what the City's Department of General Services spends on its buildings: $2.27 per square foot.

Without more funds for maintenance and repairs, the following problems will continue to worsen:

- Minor maintenance problems, if unattended, can lead to extensive damage and eventually become large, expensive capital projects. For instance, if a leaky roof is not repaired, it will deteriorate, causing damage to walls, floors, and exterior masonry; and eventually the roof will have to be completely replaced.
- Many maintenance jobs that should be handled in-house must be contracted out, a process that is both time-consuming and costly.

Currently, over 80 percent of maintenance work is carried out under contract.

During the past year, some progress has been made in addressing maintenance problems; this has improved the appearance of many of our school buildings.

Municipal Assistance Corporation (MAC) Expenditures. A $91 million, three-year program funded by the Municipal Assistance Corporation (MAC) since FY 1988 has made it possible to make much-needed repairs in many schools. Boilers and bathrooms were fixed; new window shades were installed; broken glass panes were replaced; school furniture, chalkboards, lockers, and floor tiles were installed or replaced. In addition, 42 schools are now being painted each year as part of the program. Nearly every school in the system has benefited or will benefit from the MAC expenditures.

Custodial Contract and Painting Program. As part of the new custodial agreement reached in spring 1988, each custodian now is responsible for painting 20 percent of his school each year and for doing minor repairs, such as fixing broken locks and leaky faucets and replacing light bulbs. These changes will increase the overall effectiveness of the Board's maintenance operation and will help to get minor repairs done more quickly. Because so many custodians worked hard over this past summer to ready their schools for the first day of classes, we had the best school opening in recent memory.

Scorecard Program. In May 1988, the Board issued a scorecard rating the appearance of all classrooms in the school system. Twenty-seven schools were found to be in unacceptable condition. A repair program was initiated to rectify those conditions. Most of the work has been done, and the remaining repairs at these schools will be completed in time for the opening of the next school year in September 1989.

Any work done to repair the City's deteriorating schools is helpful. But the piecemeal nature of the Board's recent work does not represent a solution to the problems caused by decades of neglect. We need a long-term comprehensive maintenance plan for the City's schools, combined with a capital improvement plan, or we will be playing catch-up with repairs forever.

In order to eliminate the maintenance backlog created over the last 15 years and to insure that our school buildings are properly maintained in the future, we have formulated a long-term maintenance and repair plan to restore the schools to a state of good repair. The following initiatives will be undertaken in FY 1990, the first year of this multiyear plan.

Restore the Skilled Trades Corps

A corps of skilled tradespeople is the cornerstone of any maintenance operation. Our corps has been severely understaffed since the City's fiscal crisis. The maintenance backlog now is so large that restoring the skilled trades staff to its pre-fiscal-crisis level will no longer meet systemwide demand. To eliminate the maintenance backlog and reduce reliance on contractors for routine maintenance, DSB now needs 1,700 skilled tradespeople.

During the past two years, we have organized teams of skilled tradespeople and maintenance workers who are assigned for one-month intervals to individual community school districts in each of three boroughs. These SWAT teams represent one effective way of organizing our maintenance and repair workforce to work on maintenance backlogs based upon repair priorities set by local superintendents.

WE PROPOSE TO hire 347 new tradespeople in FY 1990. Some of these workers will be deployed through the formation of additional SWAT teams. Our goal is to build up our skilled trades corps to 1,700 by FY 1992 and then reduce it, primarily through attrition, to 1,200 by FY 1994. With the system in good repair, 1,200 skilled tradespeople will be sufficient for routine maintenance. This proposal also includes costs for materials, continuation of the scorecard program, and OTPS for bathrooms now funded by non-recurring MAC funds.

Increase and Improve Contract Work

Ideally, contractors should be used only to perform highly specialized jobs, such as asbestos removal, ventilation, storage tank inspection and repair, and water-main work. However, a significant temporary increase in the amount of contract work is necessary to reduce the tremendous maintenance backlog. Hiring permanent personnel to handle these jobs would lead to overstaffing problems once the backlog was eliminated. Our goal in FY 1990 is to contract for an additional $41 million of repairs above the current annual level.

WE PROPOSE TO increase the volume of contract maintenance work, and to hire and train more inspectors in order to insure that the contracted funds are well spent.

Expand Painting and Plastering Program

We need additional funding, both to broaden the restoration program started in FY 1988 with MAC funds, and to pay for the new custodial painting program. The new custodian labor agreement provides for a custodian to paint 20 percent of his building each year. Schools must be brought to a state of good repair before a cyclical painting-maintenance program can be truly effective. Over a period of 10 years, we intend to complete the restoration program started with MAC funds. Then the custodial painting program will be sufficient to maintain school buildings.

WE PROPOSE TO fully paint 42 schools per year in FY 1990. With increased funding over subsequent years, we will be able to bring all our school buildings to a state of good repair. The custodial painting program will then proceed on a five-year painting cycle.

Implement the Asbestos Management Plan

Federal legislation requires that the Board test all of its buildings for asbestos and develop an asbestos-

management plan by May 1989. In FY 1990 we must begin the implementation phase of this project.

WE PROPOSE TO retain currently employed inspectors and award abatement contracts to begin the process of controlling or removing asbestos from our schools. Because this work is mandated, the cost for this proposal is shown in Figure 21 under Mandatory Increases.

Initiate Building Inventory

The Division of School Buildings needs a computerized inventory database to set goals and establish priorities for capital improvements and repairs. This critical management tool is essential to effective decision-making and long-term planning. This year, we began a program using consultants to conduct detailed engineering surveys of all the Board's more than 1,000 buildings.

WE PROPOSE TO employ and train staff to continue the survey, which is expected to take over two years to complete, and to work on systems development.

Improve Specification Writing

Many of our standard documents are outdated. These documents are critical tools for restoration: they give designers and contractors our basic engineering requirements and detail how we want our schools built and repaired. It is essential that they be brought up to current standards.

WE PROPOSE TO train staff in complex technical writing and to hire more specification writers in order to meet anticipated increases in the volume of contracts. As a result, we will be able to revise, consolidate, and update specifications.

Support New Custodian Maintenance Obligations

The new custodian contract allows for the repair of minor items by the custodians and their employees. As a result, minor repairs can be accomplished quickly by school-based staff.

WE PROPOSE TO supply materials to custodians to enable them to carry out repairs.

Establish Staff Development and Training Programs

Today, we have no staff training programs for school building employees. Staff training is essential to help supervisors understand the scope of their responsibilities; to give technical staff instruction in inspection, specification, and design techniques; and to teach custodians the proper operation and maintenance of heating, ventilation, and refrigeration components.

WE PROPOSE to establish effective in-house training programs and to provide employees access to established external training programs.

Restoration of Art in School Buildings

Although capital funding for new construction and major reconstruction provides a one percent capital allocation for art, no comparable allowance is made to maintain or restore the many art treasures the school system already possesses. The Art Commission has been working for the last five years to catalogue the City's artwork, including works in our schools.

WE PROPOSE TO identify artworks requiring immediate attention and to initiate a program to restore others as needed, thus preserving an important part of our artistic heritage.

Hire Additional Support Staff

Over the last few years, the Board of Education has initiated new repair programs that require additional personnel. Unfortunately, funding was not provided for the critical ancillary and support functions of these programs.

WE PROPOSE TO hire additional personnel to help us manage our greatly increased Capital and Expense Budgets, the Board's expanded leasing program, and various project-tracking systems established to monitor and provide information about external and internal organizations.

Create a Project Manager Corps

We must make responsibility, accountability, and coordination part of our managerial philosophy.

WE PROPOSE TO hire a cadre of senior engineers who will manage all aspects of maintenance projects critical to the Board.

Non-Capital Equipment for New Sites

New or modernized sites are funded through the Capital Budget. The cost of any new furniture or equipment for these sites, however, is not covered by the Capital Budget.

WE PROPOSE TO pay for non-capital furniture and equipment for 25 new or modernized sites. The cost for this proposal is listed in Figure 21 in the section on "Mandatory Increases."

Air Quality Systems

We are undertaking evaluation studies of air quality in some schools where complaints have been lodged. Action appropriate to the findings of these studies will be taken. Where major repairs to air ventilation or other systems go beyond the capacity of in-house maintenance, these repairs will be addressed through Capital Budget requests.

WE PLAN TO make repairs to air pollution systems where necessary through Capital Budget actions.

Leases

Under the best of circumstances, construction of new buildings takes years. Some districts need relief from overcrowding immediately. In addition, leased space is needed for programs for certain severely handicapped students. Leasing is a short-term solution to the space shortage.

WE PROPOSE TO lease nine new sites for such purposes as reducing overcrowding in Districts 10, 17, and 24; establishing a day treatment center for severely disturbed special education students, and setting up a teacher-recruitment office in Puerto Rico.

Transportation for Rezoned Pupils

Rezoning plans can help address severe overcrowding in school buildings by moving sixth-grade students to middle schools and ninth-grade students to high schools. To carry out this transfer, many sixth-grade students who do not now qualify for yellow bus service will need to be transported to their new rezoned schools. This requirement arises because middle schools tend to be more distant from the students' homes than to the local elementary schools they otherwise would have attended. Many of these students do not generate State aid. Consequently, not all costs are reimbursed.

We will continue to need funding in 1989-90 to address this ever-growing need. Extending the rezoning plan to all overcrowded areas of the City would require an outlay for transportation estimated at $38 million. At the present time, at least four districts are considering implementing this measure in 1988-89.

WE PROPOSE TO extend the rezoning plan to additional districts in 1989-90. By implementing this plan, we postpone the necessity of opening new school buildings. As districts finalize their school rezoning plans, we will determine the additional cost of carrying out this initiative. The cost of this initiative is shown in the section on "Mandatory Increases."

Air Conditioning

Extending the school year to include summer instruction is a long-term objective of this administration. We now offer a variety of summer programs, including summer kindergarten and programs for special education and high school students. We have put forth several proposals in this Budget Request to expand these summer programs. However, in order to provide a decent environment for students, we will need to air condition our school buildings.

WE PLAN TO begin air conditioning rooms in school buildings. The cost of this item is included in the Capital Budget Request.

Furniture Replacement and Repair in Elementary and Middle Schools

To equip the more than 35,000 classrooms in our elementary and middle schools today would cost almost $150 million. These funds would purchase the chairs, tables, desks, blackboards, and specialized equipment (other than computers) needed for regular and special education classrooms and shops.

Limited funding over the past decade has made it nearly impossible to replace basic furniture and equipment, regardless of its condition. Our students must often make do with damaged desks and chairs and inoperative equipment. One-time MAC funds of $10 million have allowed us to replace the furniture in the very worst condition, but this funding is not a permanent remedy.

We must establish regular replacement cycles for our furniture and equipment. The useful life cannot be expected to be more than 10 years.

WE PROPOSE TO establish a 10-year replacement cycle for classroom furniture and equipment in elementary and middle schools. This replacement cycle requires a $15 million annual allocation. Because of the magnitude of the amount, we seek to phase in this initiative, with $10.3 million provided in FY 1990.

Microcomputer Repairs

Over the last six years, nearly 50,000 microcomputers have been installed in the schools. Instructional programs using this equipment are in place and are constantly being expanded. It is essential that microcomputers be maintained in working order so that educational programs are not disrupted. Current City funding for repairs cannot keep pace with the warranty expiration date on these computers. A modest program began in February 1988 to repair in-house, out-of-warranty microcomputer equipment purchased after 1984. This program, piloted in Manhattan and Queens high schools, also provides vocational training for 100 high school students and preventive maintenance training for teachers and supervisors. Between February and September, 1,100 microcomputers were serviced.

In September, two new centers opened to service microcomputers at high schools in all boroughs. Nearly 2,000 more repairs were made between September and December.

This repair program offers several benefits: it results in significant savings when compared with the costs of maintenance or service contracts with private industry; it provides instruction to our students in a high-demand occupational area; and it offers the potential of employment and career opportunities with the school system.

WE PROPOSE TO expand the computer-repair program over two years to elementary and middle schools in the districts and to central headquarters. We also intend to double the number of students receiving computer-repair instruction.

School Safety and Discipline

The turmoil and disorder that plague our streets must stop at the school-house door. Schools must be safe from disruption. Civility and reasoned discourse are prerequisites for education. There is no room in that process for violence or the instruments of violence.

To insure peaceful conditions in schools, action is needed in four areas:

- *Security.* We must increase security in and around schools to guard against external threats, to insure that weapons are banned, and to maintain calm, order, and safety in the entire school community.
- *Safety in Transit.* In collaboration with parents, community groups, and other government agencies, we must identify and secure "safe passages," or transit routes, between students' homes and schools.
- *Awareness Program.* We must expand programs that help students and parents identify and avoid the common threats of drugs and violence.
- *Keeping Order.* We must develop and expand programs that help control aggressive behavior, mediate conflicts, provide alternatives for extremely disruptive students, and prevent violence.

If provided with additional resources, the school system can accomplish some of these objectives on its own. Others will require the help of police, transit and housing security forces, and other community and government agencies.

Not a single incident that threatens the security of our classrooms can be tolerated. While we have not yet succeeded in eliminating all such incidents, we have made some progress in reducing their numbers.

The total number of serious incidents reported in City schools has dropped steadily over the past seven years. The number of incidents reported in FY 1988 was five percent lower than the year before and there were 21 percent fewer assaults.

Many students claim that they must carry weapons to protect themselves while traveling to and from school. The 28 percent increase in the number of students found in possession of weapons underscores the need to bar weapons from schools and to help students understand how to avoid violent situations.

The Committee on School Safety —chaired by Chancellor Green and composed of top City elected and appointed officials, major union leaders, and key staff from the Board and other major New York City organizations—met during the summer of 1988 to develop plans to insure school safety. A broad spectrum of initiatives resulted:

- A Pilot Safe Schools Program for five high schools, designed to bar weapons, prevent intrusions, and improve internal communications and alarm mechanisms.
- Revised student-suspension procedures.
- Expanded school/police collaboration.

These initiatives are important because they will improve school security. But equally significant is the fact that the committee itself represents a strengthened bond between schools and other government and community organizations in the interest of school safety.

School Safety

Increasing the number of school security officers to provide at least one full-time position for every school is the most effective step we can take to restore safety in our schools.

Elementary School Security

In 1986-87 and 1987-88, some 366 full-time security officers and 23 supervisors replaced part-time security guards in elementary schools. In both of these school years, the decline in security incidents was greater in the elementary schools that received the security officers than in the schools that did not.

Figure 20

School Safety And Discipline

INITIATIVES	CATEGORY COST	PROGRAM COST
SCHOOL SAFETY	**$ 27,049,110**	
Elementary School Security		$ 10,671,345
Special Education Security		5,865,740
"Safe Schools" Project Expansion		4,079,772
Middle & HS Security for Sports/Extracurricular Activities		3,895,919
Training Academy		1,890,334
Overtime		(See "Mandatory Increases")
Radio, Uniform and Auto Replacement Program (2-Year Phase-In)		646,000
Victim Support Program		(To Be Determined)
SCHOOL DISCIPLINE	**$ 2,609,946**	
Project YOU (2-Year Phase-In)		$ 981,120
Alternative Support for Expelled Students		728,826
In-School Mediator/Conciliation Programs		900,000
TOTAL	**$ 29,659,056**	

WE PROPOSE TO complete the program begun in 1986 to provide a full-time security officer for every elementary school. This will require 350 new positions: 320 officers to cover the remaining schools and 30 officers to cover absences, handle emergencies, and provide supplementary coverage. In addition, to provide supervision and clerical support, 18 supervisors of school safety (one supervisor for 20 school safety officers) and six clerical staff are requested. Communication equipment, uniforms, supplies, and commitments to train the new officers also will be needed. Resources now being used to employ part-time guards will offset the cost of full-time uniformed school security officers.

Special Education Security

The Board was forced to remove 102 security officers from City high schools and redeploy them in Citywide special education schools to attend to critical security needs.

WE PROPOSE TO provide 200 full-time security officers, assigned as follows: one each to 32 Committees on Special Education; one each to 68 schools with special education enrollments of more than 20 percent; and two each to 50 self-contained facilities for severely handicapped pupils. In addition, we request funds for supervisory support, and to purchase radios, uniforms, and supplies. Funding of this request will enable the Board to restore 100 guards to the high schools that face increasingly intense security problems.

"Safe Schools" Project Expansion

A pilot program to increase security in and around schools was launched in the fall of 1988. This Safe Schools Project has two components: to screen for weapons and to improve security outside school buildings. The program works as follows: a team of 40 security officers arrives unannounced at a high school to screen students, staff, and visitors with hand-held metal detectors as they enter the school building. Following the morning peak period, the officers break into five teams of eight; one team remains at the high school, while the other four travel to nearby schools to patrol the perimeter areas. This pilot effort is now supported by non-recurring funds.

WE PROPOSE TO triple the Safe Schools Project. We will then be able to screen for weapons at 15 high schools on a regular basis and patrol the perimeters of up to 100 schools a day. This will require 80 new school security guards in addition to the 40 now on staff, as well as radios, uniforms, equipment, vehicles, and consultants for training. The cost of this initiative includes continuation funding for the pilot begun in FY 1989. Other project-related costs for identification-card readers, internal-communication systems, and other items, are included in the Capital Budget.

Middle and High School Security for Sports and Extracurricular Activities

The continuing expansion of after-hour school activities, and of evening and summer instructional programs in the middle and high schools, has placed a burden on the security budget.

WE PROPOSE TO make funds available to all middle and high schools to provide security coverage for sports programs, extracurricular activities, and summer and evening high schools. Better security will encourage greater participation in these important programs.

Training Academy

The Board now employs nearly 2,200 full-time security officers, a number comparable in size to the police force of most large cities. Newly hired security officers receive a four-week orientation and training session. Regular staff training is needed to enable these officers to act with effectiveness and sensitivity in demanding circumstances. School safety training is also important for superintendents, principals, and other field staff.

In 1988, the Board reallocated $1.1 million of savings resulting from central headquarters reductions and used it as seed funding to launch a Training Academy. The Training Academy is about to begin operating; a needs assessment is being completed by New York University. The Academy will have the capacity to provide in-service sessions to 300 people a year.

WE PROPOSE TO expand the capacity of the Training Academy to provide in-service, specialized training courses for 600 school security officers each year. We also seek to improve the research library, curriculum materials, and general resource information.

Overtime Costs

The Board must provide security for evening and weekend activities such as adult-education programs, athletic competitions, and special events. Sufficient funding for this type of coverage is not available. School-safety officers covering evening and weekend events are paid at the overtime rate. Because of the irregular schedule of many of these events and because the duration of many of the activities is less than a full shift, it is less costly to pay overtime rates than to hire full-time staff.

WE PROPOSE TO secure funds for overtime costs that now force school safety operations into annual deficits. Because the Board has virtually no discretion over the increased costs for these overtime expenses, the cost of this initiative is shown under Mandatory Increases. (See Figure 21.)

Radio, Uniform, and Automobile Replacement

A school safety officer is both a symbol and instrument of security in our schools. The uniforms worn by these officers should convey a sense of authority and contribute to the officer's sense of professionalism. Radio equipment is essential for the officer's performance in the field. Many of the radios in use are nine years old and no longer function properly. The expansion of the supervisory force, together with the aging of the automobile fleet for the Mobile Task Forces, requires the replacement and addition of automobiles. The current OTPS budget is inadequate to meet ongoing needs.

WE PROPOSE TO increase the OTPS budget over a two-year period to provide safety officers with two replacement uniforms each year, to establish a five-year replacement cycle for radios, and to begin to replace and expand the automobile fleet on a similar replacement cycle.

Victim Support Program

When a serious incident occurs in a school and a staff member or a student is hurt badly, the entire school community is affected. The emotional trauma to the victim may be harder to deal with than the physical harm. The victim, those closest to the victim, and those who were in close proximity to the incident all will be affected and may need support.

WE PROPOSE TO provide individual and group post-incident trauma counseling and assume the full cost of medical payments resulting from violent acts or untoward incidents occurring in schools.

School Discipline

We have developed several programs to improve instruction, support the emotional and social development of students, and foster school discipline. They include the following:

Project YOU

Adolescents involved with Family Court—persons-in-need-of-supervision (PINS) and juvenile delinquents (JDs)—are typically among the most educationally needy children in New York City. They tend to perform significantly below age-appropriate grade and skill level and have histories of school-related behavior problems and truancy. Most of these youngsters remain at home during their court cases. Most case dispositions do not specify out-of-home placement. More than 3,000 children are detained each year. Even more are placed in longer-term residential facilities. When they return home upon release from institutions, they are often reluctant to go back to school, and schools often are wary of these youngsters.

A planning group comprising City and State agencies concerned about court-related children (the Department of Juvenile Justice, the State Division for Youth, the Office of the Coordinator of Criminal Justice, and the Mayor's Office of Youth Services) designed a pilot program targeting this very high-risk and difficult-to-serve group. The program is called Youth Options Unlimited (YOU) and is being pilot tested at one site serving 30 students during the 1988-89 school year. The program provides alternative educational services in a transitional setting while arrangements are made for students to be placed in another regular school program. Program support for this high-risk population includes the following: smaller class size; individualized instruction; a career-focused curriculum; student participation in decision-making; and coordination of agency services.

WE PROPOSE TO expand Project YOU to each of the five boroughs during a two-year period. One additional site serving 100 students will be opened during the 1989-90 school year; three additional sites will be opened in 1990-91.

Alternative Support for Expelled Students

Students who are expelled from a school before the age of 16 typically are re-enrolled in another school that is equally ill-equipped to forestall the type of behavior that led to the expulsion. We need to develop educational centers that are appropriately staffed and equipped to deal with this most difficult group of students.

WE PROPOSE TO open educational centers for expelled students under age 16 at sites throughout the City. These centers will be developed in collaboration with community-based organizations. Extensive computer-assisted instruction will provide students with a full range of high school curricula.

In-School Mediator-Conciliation Programs

In 1984, the Victim Services Agency (VSA), in collaboration with the Board of Education, launched a pilot program in one high school to test alternatives to student suspension. The program, called Project SMART, had a dramatic impact on the climate of the school. Student suspensions dropped significantly, school incidents were reduced and a more stable, productive learning environment evolved. With State and City dropout–prevention program funds, Project SMART has been expanded and currently serves eight high schools and one middle school. Suspensions for student altercations have dropped significantly at each participating school, ranging from a 45 percent decline at Taft High School to 70 percent at Eastern District High School.

Project SMART trains students, faculty, and parents to resolve disputes. It provides peer-mediated alternatives to violence by intervening before disputes escalate. Problems resolved by Project SMART include racial incidents, gang behavior, property theft, and personal threats. The project has four key components: classroom seminars to generate interest in mediation; training of student, faculty, and parent mediators; conflict mediation; and follow-up on all cases.

WE PROPOSE TO expand Project SMART in collaboration with VSA to 20 additional schools beginning September 1989.

Mandatory Increases

Mandatory costs represent 57 percent of the total budget increase we are requesting for 1989-90. These costs result from inflation, labor contracts, and legislative and regulatory requirements. To continue current operations, the City Financial Plan assumptions of 4.5 percent OTPS inflation and contractual wage increases have been used to calculate the additional amounts required for price increases and collective bargaining.

Figure 21
Mandatory Increases

INITIATIVES	CATEGORY COST	PROGRAM COST
COLLECTIVE BARGAINING (CONTRACTUAL)	**$ 236,541,274**	
Salary Differentials		$ 14,258,708
Step Increments		26,454,310
Longevity		21,428,239
Annualization/Collective Bargaining		174,400,017
OTHER THAN PERSONAL SERVICE INFLATION	**$ 14,274,000**	
FRINGE BENEFITS	**$ 15,361,774**	
Health Insurance Plans		$ 9,228,622
FICA (Social Security Payments)		6,133,152
Fringe Costs for New Positions		(Included In Proposals)
TRANSPORTATION	**$ 48,407,271**	
Transportation for Special Education		$ 20,704,461
Transportation Service to 4201 Schools		787,690
Purchase of "Q-Straints" — OTPS		81,900
Transportation of Regular Education Pupils		19,833,220
Transportation for Rezoned Pupils		7,000,000
Transportation for Family Court Children		(To Be Determined)
M.T.A. and Franchise Carrier		(Contingent)
OTHER MANDATES	**$ 49,174,499**	
Teacher Mentor Program		$ 14,700,000
Fuel Storage Tanks		850,000
Fashion Institute of Technology		3,245,473
OSHA/Employee Training on Toxic Items		3,500,000
Asbestos Management Plan		22,650,000
Overtime Costs (Security)		996,208
Non-Capital Equipment for New Sites		302,212
Equip 5 New Special Education Citywide Sites		264,400
Custodial Plant Manager Salary Increment		811,000
Diagnostic Screening Tests/Associated Costs		500,000
Test Development And Customization		515,306
Citywide Test Program Materials		564,900
Reproduction & Distribution Services		275,000
TOTAL	**$ 363,758,818**	

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The Office of Budget Operations and Review acknowledges the vital contributions of Marjorie Blum and Michael Levine; the valuable assistance of Albert Chase, Lucille Elin-Smith, Michael Garrel, Liz Gewartzman, Marshall Goldman, James Lawrence, Martin Lieber, Judith Solomon, Lawrence Weintraub, Barbara Winfree; the secretarial support provided by Inell Armstrong, Marlene Brunson, Barbara Gordon, Lisa Lorenzo, Mable Smazo, and the valuable help of other staff members who contributed to this document.

Vital Statistics

The New York City Board of Education

Based on the 1987-1988 School Year

STUDENTS			TOTAL 939,933
Elementary	472,340	Black	361,473
Junior High School	182,856	Hispanic	319,216
High School	270,665	White	193,255
Special Ed. Schools	14,072	Other	65,989

- 30,682 Graduates.
- 68,204 Students in Early Childhood Programs (Pre-kindergarten and Kindergarten).
- 112,919 Special Education Students.
- 94,237 Limited English Proficient Students in General Education.
- 288,072 Children Supported by Public Assistance.

STAFF	TOTAL 114,828

- 63,206 Teachers.
- 19,728 Other Pedagogic Personnel (Principals, Guidance Counselors, Paraprofessionals).
- 858 District Administrative Personnel.
- 6,447 Central Administrative Personnel.*
- 3,056 School Secretaries.
- 21,533 Other Personnel (School Aides, Custodians, Security Guards, Maintenance Workers, and Cafeteria Workers).
- 94% of all staff work with children in schools.

SCHOOLS (In FY 1989)	TOTAL 979
Elementary	632
Intermediate/Junior High Schools	179
High Schools	116
Special Education Schools	52

- 1,066 Buildings, including mini-schools, annexes and central offices.
- 50% of all school buildings are more than 49 years old.

SUPPORT SERVICES

- 510,000 Students transported daily.
- 39,000 Special Education students transported daily.
- 128,945 Breakfasts served daily.
- 543,713 Lunches served daily.

COSTS OF OPERATION (For FY 1989)

- $5.733 Billion for Public School Operation.
- $670 Million Additional for Pensions and Debt Service.
- Cost per Student by School Level:
  - — Elementary: $ 4,973
  - — Junior High: $ 5,598
  - — High School: $ 5,763
  - — Special Education: $13,824
  - — Average: $ 5,994

* Number does not include a reduction of 661 positions as a result of the first round of the streamlining of Administrative Headquarters.